DOCUMENT RESUME

ED 284 018 CE 047 786

TITLE The Organization and Administration of Education for Employment in Illinois. Research Memorandum No. 77.
INSTITUTION Illinois State Commission on Intergovernmental Cooperation, Springfield.
PUB DATE Apr 87
NOTE 87p.
PUB TYPE Reports - Research/Technical (143)

EDRS PRICE MF01/PC04 Plus Postage.
DESCRIPTORS Adult Education; *Delivery Systems; Dislocated Workers; Economically Disadvantaged; *Education Work Relationship; Employment Programs; *Job Training; *Program Administration; *State Agencies; *State Programs; Unemployment; Vocational Education
IDENTIFIERS *Illinois; Job Training Partnership Act 1982

ABSTRACT

This report explores the organization and administration of the education for employment delivery system in Illinois. Problems central to service delivery in Illinois are identified in such key areas as intake, assessment and follow-up practices, gaps in services and duplicative services and regional and local planning boundaries. Legislative mandates, regulatory standards, and executive actions that hinder or facilitate efficient and effective service delivery are highlighted, and service delivery practices and problems of education for employment resources in the state are outlined. Brief descriptions are provided of 12 state agencies involved in education for employment. Three state agencies are discussed in detail: Department of Public Aid, Department of Commerce and Community Affairs, and State Board of Education. The purpose and activities of each are highlighted. Appendixes include labor market information, other state agency expenditures tables, an overview of education for employment agencies in Illinois, and maps. (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED284018

THE ORGANIZATION AND ADMINISTRATION OF EDUCATION FOR EMPLOYMENT IN ILLINOIS

April 1987
Research Memorandum No. 77

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

J. A. Matthiesen

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Prepared by the staff of the
ILLINOIS COMMISSION ON INTERGOVERNMENTAL COOPERATION

CE047980

BEST COPY AVAILABLE

JOINT COMMITTEE ON LEGISLATIVE SUPPORT SERVICES

Senator Philip J. Rock
President of the Senate

Representative Michael J. Madigan
Speaker of the House

Senator James "Pate" Philip
Senate Minority Leader

Representative Lee A. Daniels
House Minority Leader

ILLINOIS COMMISSION ON INTERGOVERNMENTAL COOPERATION

707 Stratton Building
Springfield, Illinois 62706
(217) 782-6924

Senate	House
Richard Luft, Co-Chair	Jane M. Barnes, Co-Chair
Earlean Collins	Joseph Berrios
John E. Friedland	Ralph C. Capparelli
Robert A. Madigan	Mary E. Flowers
John W. Maitland, Jr.	Gordon L. Ropp
Penny L. Severns	Kathleen L. Wojcik

Executive Director: John N. Lattimer
Associate Director: David E. Griffith
Director, Washington Office: Richard Schoell

Staff Contact: Elizabeth Solomon

ACKNOWLEDGEMENTS

This project was truly intergovernmental in scope and many people deserve thanks for their assistance. First, we gratefully acknowledge the U.S. Department of Education's Office of Educational Research and Development and the National Conference of State Legislatures (NCSL) for the financial assistance which helped to support the initial research. In particular, Rodney Riffel, former Program Manager for Education and Job Training for the National Conference of State Legislatures, must be thanked for his encouragement and assistance, without which this effort could not have been undertaken.

Our sincere appreciation is also extended to Representative Gene L. Hoffman and to personnel of the State Board of Education's Division of Adult, Vocational and Technical Education for their valuable assistance in the preparation of this study. Too numerous to mention by name are the many state and local officials who completed survey questionnaires, and submitted to interviews and requests for information. The following agencies and their staffs provided the data for the detailed program descriptions and expenditure tables:

Illinois Community College Board
Illinois Department on Aging
Illinois Department of Children and Family Services
Illinois Department of Commerce and Community Affairs
Illinois Department of Corrections
Illinois Department of Employment Security
Illinois Department of Mental Health and Developmental Disabilities
Illinois Occupational Information Coordinating Council
Illinois Department of Public Aid
Illinois Department of Rehabilitation Services
Illinois Department of Veterans Affairs
Illinois State Board of Education
Prairie State 2000 Authority

Our appreciation is also due to the Private Industry Council staff from Service Delivery Areas statewide and state agency clients.

Finally, a special thanks to Commission staff Kelly Yocum, for her patience in typing numerous drafts of this report, and Melissa Cornell and David Griffith for their collaboration and editing.

TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENTS	i
LIST OF TABLES	v
LIST OF MAPS	vii
EXECUTIVE SUMMARY	ix
PURPOSE	1
INTRODUCTION	1
State Agency Descriptions	3
Community College Board	3
Department of Commerce and Community Affairs	3
State Board of Education	3
Department of Rehabilitation Services	3
Department of Corrections	4
Department of Employment Security	4
Department of Public Aid	4
Department of Mental Health and Developmental Disabilities	4
Department on Aging	4
Prairie State 2000 Authority	5
Department of Children and Family Services	5
Department of Veterans Affairs	5
A GLIMPSE AT THE EDUCATION FOR EMPLOYMENT SYSTEM	7
DEPARTMENT OF PUBLIC AID	9
Purpose	9
Project Chance	9
Service Delivery	9
Data Collection	12
Assessment	12
Job Readiness	12
Client Follow-up	12
Educational Deficiencies	13
Labor Market Information	13
Service Duplication	13
DEPARTMENT OF COMMERCE AND COMMUNITY AFFAIRS	15
Purpose	15
General Revenue Funded Programs	15
Job Training Partnership Act	15
Title IIA	16
Title IIB	17
Title III	17
Service Delivery	20
Governor's Coordination and Special Services Program	20
Local Level Coordination Agreements	21
State Level Interagency Coordination Agreements	21
Data Collection	23
Follow-up	23
The Job Training Coordinating Council	23
Job Training Partnership Act (JTPA) Study	24

Page

STATE BOARD OF EDUCATION 27

Purpose 27
Vocational Education 27
Vocational Education Boundaries 28
Federal Vocational Education Programs 28
State Vocational Education Programs 32
Performance Measures 32
Adult Education Program 32
Service Delivery 32
Planning 34
JTPA 8% State Education Coordination and Grants Program 34
Coordination of Education and Training Related Programs 34

CONCLUSION 39

APPENDICES

A. Defining Terms 41

B. Boundaries of State Board of Education Service Regions 45

C. Labor Market Information 49
Purpose 51
Substate Employment Projections System 51
Data Access 52
Problems 52
Evaluation and Follow-up 53

D. Other State Agency Expenditures Tables 55

E. Overview of Education for Employment Agencies in Illinois 69

F. Project Chance Flow Chart 73

G. Maps 77

LIST OF TABLES

Page

Table 1. FY 1986 Education for Employment Expenditures in Illinois 2

Table 2. Department of Public Aid
FY 1986 Education for Employment Expenditures 11

Table 3. Department of Commerce and Community Affairs
FY 1986 Education for Employment Expenditures 18

Table 4. State Board of Education
FY 1986 Vocational Education Expenditures 29

Table 5. State Board of Education
FY 1986 Adult Education Expenditures 33

Table 6. State Board of Education
FY 1986 JTPA Title IIA 8% Expenditures 35

Table 7. Major Labor Market Information Expenditures
FY 1986 54

Table 8. Department on Aging
FY 1986 Education for Employment Expenditures 57

Table 9. Department of Children and Family Services
FY 1986 Education for Employment Expenditures 58

Table 10. Community Colleges
FY 1986 Education for Employment Expenditures 59

Table 11. Community College Board
FY 1986 JTPA Title IIA 8% Expenditures 60

Table 12. Department of Corrections
FY 1986 Education for Employment Expenditures 62

Table 13. Department of Employment Security
FY 1986 Education for Employment Expenditures 63

Table 14. Department of Mental Health and Developmental Disabilities
FY 1986 Education for Employment Expenditures 64

Table 15. Prairie State 2000 Authority
FY 1986 Education for Employment Expenditures 65

Table 16. Department of Rehabilitation Services
FY 1986 Education for Employment Expenditures 66

Table 17. Department of Veterans Affairs
FY 1986 Education for Employment Expenditures 67

Table 18. Overview of Education for Employment Agencies in Illinois 71

LIST OF MAPS

		Page
Map 1.	Department on Aging Planning and Service Areas.	79
Map 2.	Department of Children and Family Services Regions	80
Map 3.	Department of Commerce and Community Affairs Service Delivery Areas Under JTPA	81
Map 4.	Community College Districts	82
Map 5.	Department of Corrections Community Supervision Districts	83
Map 6.	Department of Employment Security Employment Security Regions	84
Map 7.	Department of Mental Health and Developmental Disabilities Regions	85
Map 8.	Department of Public Aid Regions	86
Map 9.	Department of Rehabilitation Services Service Areas	87
Map 10.	State Board of Education Educational Service Regions	88
Map 11.	Department of Veterans Affairs Regions.	89

EXECUTIVE SUMMARY

Based on research and interviews with state and local education for employment agency staff, clients and other practitioners, this report explores the organization and administration of the education for employment delivery system in the state. Problems central to service delivery in Illinois are identified in such key areas as intake, assessment and follow-up practices, gaps in services and duplicative services, and regional and local planning boundaries. Legislative mandates, regulatory standards and executive actions that hinder or facilitate efficient and effective service delivery are highlighted, and service delivery practices and problems of education for employment resources in the state are outlined.

In 1986, 4.6 million people in Illinois were employed full-time, 275,000 worked part-time because they were either unable to secure full-time work or because of a reduced work week related to slack demand for goods, and 513,000 citizens were unemployed and looking for work in December.[1]

The unemployed include the economically disadvantaged, displaced workers and others with substantial barriers to employment who are in need of training and retraining.

The administration of Illinois' education for employment system is provided by twelve state agencies. This system spent over one billion dollars in FY 1986 to provide residents of the state of Illinois with employment and training related services. Services were delivered locally through each agency's field operations and by purchase of service contracts with each other, with local education agencies, with community-based not-for-profit organizations, and private for-profit businesses.

A major finding of this report is that a database does not exist which would allow Illinois to assess what happens to participants in all education for employment programs funded by state, federal and local dollars. For example, an unduplicated count of the people who were served and the type of employment and training related services they received in FY 1986 is unknown. The number of persons who completed training is unknown. Job retention information, when available at all, is only for the first thirty-day period on the job. It is not known whether the employment found was in any way related to the training received. In other words, data do not exist to assess whether people found jobs in areas in which they were trained, or whether they could have secured the same positions with no employment and training related services.

---

1 These estimates are from the Illinois Department of Employment Security.

Furthermore, Illinois has no comprehensive state policy to guide education for employment expenditures. As a result the following problems plague the delivery system:

- Program planning and delivery are not coordinated within and among agencies.
- Turf issues affect program coordination.
- Duplicate services and gaps in services exist statewide.
- Clients are not placed in programs that meet their needs.
- One-stop shopping does not exist for client intake.
- Creation of special employment preparation initiatives has eclipsed systematic program delivery.
- Terms and definitions among state agencies and providers are inconsistent.

The Illinois General Assembly may want to consider legislation which would establish a comprehensive state policy, develop a statewide information system of service delivery, coordinate existing service systems, and include a common intake, assessment, and follow-up process and a common evaluation system.

PURPOSE

This report updates an August 1986 report entitled Education for Employment in Illinois which was funded by the U.S. Department of Education and the National Conference of State Legislatures. Based on research and interviews with state and local education for employment agency staff, clients and other practitioners, this report further explores the organization and administration of the education for employment delivery system in the state.[1] Problems central to service delivery in Illinois are identified in such key areas as intake, assessment, follow-up, and evaluation practices, gaps in services and duplicative services, and regional and local planning boundaries. Legislative mandates, regulatory standards and executive actions that hinder or facilitate efficient and effective service delivery are highlighted, and service delivery practices and problems of education for employment resources in the state are outlined. Three state agencies are discussed in detail so that improvements might be made to achieve policies which are fiscally sound and sensitive to people's needs.

INTRODUCTION

In 1986, there were about 4,550,000 Illinoisans employed full-time and 275,000 who worked part-time for economic reasons.[2] The Department of Employment Security (DES) estimated that 513,000 people (437,000 adults and 76,000 16 to 19 year olds) were unemployed and looking for work in December 1986. The official unemployment rate was 8.2%. However, undocumented thousands of Illinoisans had given up looking for work.[3]

In 1986, there were more than 350,000 welfare cases, 52,000 unemployed veterans, and 82,000 dislocated workers in the state.[4] The State Board of Education estimated that more than 30,000 youth dropped out of school statewide in 1985-86. Countless Illinois students are at risk of academic failure, of becoming high school dropouts, and of long-term unemployment. The State Board of Education (SBE) estimated that more than 2.6 million "out of school" citizens did not complete a high school education as of 1980. Included in this group were the more than 524,234 people who had less than an eighth grade education and more than 56,995 people who received no formal education at all.

---

1 "Education for employment" is used throughout this report interchangeably with education and training-related programs.

2 DES estimated this number based on the number of part-time employees who worked less than 35 hours a week due to 1) inability to secure full-time work; or 2) a reduced work week related to slack demand for goods.

3 According to the Bureau of Labor Statistics January 1987 quarterly report, (Civilian Employment and the Labor Force), the national unofficial unemployment count for the last quarter of 1986 was 1.1 million discouraged workers who were not actively seeking work but who would accept employment if it was available. The total number of discouraged workers in Illinois is unavailable because the sample of 3,000 households surveyed by the Department of Employment Security is considered too small to be valid.

4 Data is from three separate databases provided by the Departments of Public Aid and Employment Security. Minimal duplication may exist.

The administration of Illinois' education for employment system is provided by twelve state agencies. This system spent over $1 billion in FY 1986 to provide residents of the state of Illinois with education for employment services. Services are delivered locally through each agency's field operations and by purchase of service contracts with each other, with local education agencies, with community-based not-for-profit organizations and private for-profit businesses. The twelve state agencies' education for employment resources and program services are listed on the following pages. In addition, three agencies whose programs serve common economically disadvantaged client populations are more fully examined.

Table 1

FY 1986 Education for Employment Expenditures in Illinois[a]
($ in millions)

Community College Board (CCB)	$685.6
Department of Commerce & Community Affairs (DCCA)	191.8
State Board of Education (SBE)	94.7
Department of Rehabilitation Services (DORS)	47.2
Department of Corrections (DOC)	41.7
Department of Employment Security (DES)	41.1
Department of Public Aid (DPA)	34.9
Department of Mental Health and Developmental Disabilities (DMHDD)	22.2
Department on Aging (DOA)	2.5
Prairie State 2000 (PS 2000)	1.2
Department of Children and Family Services (DCFS)	.5
Department of Veterans' Affairs (DVA)	.5
TOTAL	$1,163.9

Source: Prepared by the staff of the Commission on Intergovernmental Cooperation from data provided by the state agencies.

(a) More detailed tables on the experditures of state agencies follow in the report.

State Agency Descriptions

The Community College Board (CCB) oversees the operation of the state's 39 public community college districts which includes 50 community colleges, and provides about one-third of their funding. Each college provides liberal arts and sciences programs that are transferable to four-year colleges and universities. Virtually all persons 18 years of age and older may participate in community college programs. The Community College Board staff estimate that community college enrollees consist of 40% in occupational programs, 14% in remedial/adult education programs, 36% transfer students and about 10% in noncredit or general studies. Community colleges cover about 97% of the state's population and about 92% of its geography. The community college system, funded by state, federal and local dollars, provides occupational programs, basic education programs, and such instructional student support services as counseling and job placement.

The Department of Commerce and Community Affairs (DCCA) administers the largest amount of federal employment and training dollars in Illinois. Its mission is to promote job opportunities, to provide a skilled and productive workforce for employers, and to enhance the state's business climate and economy. Programs administered by DCCA include the federal Job Training Partnership Act (JTPA) and three state employment and training programs. Economically disadvantaged youth, adults, and displaced workers make up its target population. The Job Training Partnership Act is the primary federal employment and training program.

The State Board of Education (SBE) provides technical assistance and administers funds to support local educational agencies' adult, vocational and technical education programs. The programs serve students throughout the state in area high schools, adult vocational centers, career guidance centers, community colleges and state agencies. The State Board of Education adopted the term education for employment to include its involvement with the JTPA Title IIA 8% program, vocational education programs, and career and adult education programs.

The Department of Rehabilitation Services (DORS) promotes and provides equal opportunities for independence and participation in society for persons with disabilities. The goal of all programs is to enhance the vocational potential of disabled people and to help them become employed. Severely disabled people receive the highest priority. Potential clients receive evaluations to determine if their disabilities are vocational handicaps. Eligible clients receive an individualized rehabilitation plan containing a vocational goal, related activities and needed services. The Secondary Work Experience Program (SWEP), serving secondary school clients, purchases school-supervised vocational training work adjustment and independent living experiences for clients. The Vocational Rehabilitation Program (VRP), implemented by the DORS Bureaus of Blind Services (BBS) and Rehabilitation Services (BRS), helps disabled citizens obtain and retain jobs. Another DORS education for employment effort is the Vending Facility Program (VFP), which assists about 40 new candidates a year through classroom and on-the-job training experiences. Grants to not-for-profit organizations provide additional services to groups through sheltered workshop experiences and equipment purchases.

The Department of Corrections (DOC) provides educational and vocational training programs for youth and adult prisoners at 19 adult and seven youth correctional centers through School District #428. Post-secondary courses are offered at facilities through contracts with community colleges, and to a limited extent through universities and private colleges. In addition, contracts with state agencies and private vendors provide pre-employment readiness training and placement for prerelease residents at regular correctional centers as well as 15 adult community correctional centers. The Department also operates the Prison Industries Program which is self-sustaining and involved approximately 1000 prisoners in FY 1986. Adult prisoners produced a diverse range of goods and services; from modern day data entry operations for the state to furniture and broom production. The Department also runs seven work camps. These programs attempt to equip prisoners with the necessary skills for successful reintegration, including meaningful employment.

The Department of Employment Security (DES) administers five federal and state funded employment and training related programs which provide services to employers, unemployment claimants, and job seekers. Most of its funding is provided to operate the Job Service and the Unemployment Insurance Program. These programs are administered through 65 full service metro area offices and two mobile units. The Department of Employment Security is the state's largest single producer of labor market information.

The Department of Public Aid (DPA) combines state general revenue and federal funding sources under the umbrella slogan "Project Chance." The agency's goal is to help welfare recipients rapidly become self-supporting in nonsubsidized jobs. Project Chance operates from 155 local offices and purchases services from the Department of Employment Security and numerous private businesses.

The Department of Mental Health and Developmental Disabilities (DMHDD) operates four work-related programs which assist youth and adult clients in reaching their highest functional level without removing them from their environment. Its major programs are vocational development, regular work, supported employment and vocational training. The Department of Mental Health and Developmental Disabilities' education for employment programs are provided by state mental health facilities as well as community-based facilities.

The Department on Aging (DOA) provides employment and related opportunities to economically disadvantaged senior citizens and promotes part-time subsidized on-the-job training mainly through community service jobs. Services are coordinated through 12 Area Agency On Aging offices and five nonprofit providers. The Department also works with DCCA to coordinate services to older Illinoisans through JTPA's 3% Title IIA Older Americans set-aside and 8% interagency coordination agreement.

The Prairie State 2000 Authority (PS 2000), funded for the first time in January 1986, establishes employment training programs that foster job creation, reduce unemployment costs and meet the needs of the economy for skilled workers. Prairie State 2000 has two components, one for employers and one for the unemployed and those individuals in need of further training. The Individual Training Assistance Program (ITAP) serves unemployed workers in need of retraining as well as those still employed who need further training to keep their jobs. Unemployed individuals may qualify for grants of up to $2000. An employee in need of retraining may be reimbursed 50% for training costs up to $1,000. Prairie State 2000's other program, the Employer Training Assistance Program (ETAP), makes loans and grants to companies that cannot afford to retrain their workers. Some grants cover up to one-half of the training costs. Low interest loans pay the entire cost to retrain employees. Prairie State 2000 served about 15,000 clients through the ETAP and 1,500 through ITAP in FY 1986.

The Department of Children and Family Services (DCFS) coordinates six federal and state funded education for employment programs through state agency and private contracts. Five projects are Chicago based, while DES provides statewide placement services to youth through DCFS referrals. These programs provide youth employment, job skill training, job placement and referral services.

The Department of Veterans Affairs (DVA) provides veterans with job skill training, job counseling and placement assistance through contracts with five not-for-profit community organizations funded by JTPA Title IV Veterans' Employment Program. In addition, fifty-five Veterans Services offices with over 100 staff persons statewide refer clients to the DES Job Service offices.

A GLIMPSE AT THE EDUCATION FOR EMPLOYMENT SYSTEM

A notable flaw in the education for employment service delivery system is the absence of one-stop shopping. That is, information about all employment and training related opportunities and services is not available from any one source. An individual cannot contract for and receive all services provided by the state from one central source.

As an example, follow the path of Jane Smith, a welfare client with a high school education who seeks to improve her standard of living. She has five children. She has an infant, which makes her a nonmandatory (volunteer) Project Chance (PC) client. She received an information letter from the Department of Public Aid, phoned her caseworker, and scheduled an appointment to find out more about PC. At orientation she was interviewed, received general information about PC and was assigned to an initial eight-week job search experience sponsored by the Department of Public Aid (DPA). She explained to the PC worker that she wanted training to be an administrative assistant to better support her family. The worker explained that Ms. Smith must first undergo an eight-week job search because the results of this activity would help the caseworker assess her for the development of an employment plan. During the job search process Ms. Smith grew discouraged. She remembered hearing during the PC orientation that the Department of Employment Service's (DES) Job Service (JS) program helps find employment for welfare clients. She contacted the local JS office to get assistance in meeting her job search employer contact requirements.

Jane was not technically supposed to go to Job Service because her caseworker did not refer her. Under DES's contract to serve 50,000 PC clients in FY 1987, DPA is supposed to "refer" job-ready clients to DES for further intensive job club and employer contacts after an eight-week DPA sponsored job search. The Department of Employment Security was initially reluctant to serve her because she wasn't referred through official agency channels. Jane promised, however, to notify her PC caseworker. In addition, she filled out an information release form for DES Job Service so they too could notify her caseworker of this contact.

At Job Service, Ms. Smith was registered, assessed, and assisted in identifying her goals. Job service staff suggested that since she needed further training to be an administrative assistant, they could not refer her to jobs in her chosen field. The job developer told her that the local community college offered an administrative assistant program that could possibly be paid for by Job Training Partnership Act (JTPA) funds. The DES worker referred Ms. Smith to the local JTPA administrative entity.

Ms. Smith went through the initial JTPA intake, assessment, and counseling experience. The JTPA counselor suggested that an area proprietary school had a program for administrative assistant training that she could finish quicker than the community college program. It was more expensive than the community college but one that JTPA preferred because it had small class sizes and offered more opportunity for individual attention. Jane waited a few weeks to hear from JTPA. Her request for vocational education was approved and she enrolled in the business school.

Ms. Smith notified her caseworker of her enrollment in the vocational school. Her caseworker summoned her to the DPA county office and developed a written employment plan that listed Ms. Smith's goals and documented that she was officially assigned to the pre-employment/employment and training component of Project Chance (PC). She was told to keep in touch with her PC worker. She was not contacted again for six months by PC since she did not need support services.

All three agencies provided the same services to her and she obtained further training. The paperwork was documented by each agency to show intake, assessment, and referral. No test was ever administered by DPA, DES, JTPA or the private school to check Ms. Smith's actual ability to communicate, read, compute, etc. Perhaps DPA, DES and JTPA all assumed that the high school diploma she earned represented sufficient educational attainment for the chosen career path.

Ms. Smith had difficulty keeping up with her coursework. Accounting, English, and shorthand classes were exceedingly difficult. The school had only two staff people and no learning center or tutors to assist her before or after classes. By the fourth month of the program, Ms. Smith became ill with the flu for two weeks and did not attend classes. After the illness she simply didn't return to the program. She decided to try again at a later time. This is a common case.

Regulations hamper a recipient's ability to move from one level to another without penalty if an option is unsatisfactory and to refuse program offerings which do not meet their needs or goals.

The Job Training Partnership Act referred her to the business school even though an area community college offered vocational education in the same career that cost less. In addition, the community college had a learning center, tutors, and tapes available for extra practice. This client seems to have been over-processed in several ways. No agency informed her of career options. She did not receive appropriate labor market information relative to her career goal or entry level wage information about her training choice. This is an example of how lack of planning, coordination, and duplicated agency services may negatively impact education for employment outcomes.

DEPARTMENT OF PUBLIC AID

Purpose

One of the Department of Public Aid's goals is to help welfare recipients become self-supporting in nonsubsidized jobs. In FY 1986, the DPA spent $34.9 million to assist recipients in becoming economically self-sufficient. The Department reports the need for a $45 million budget to operate Project Chance (PC) in FY 1987. The Department of Public Aid hopes to place 100,000 welfare recipients in unsubsidized employment within a three-year period ending June 1988. Agency staff reported that 16,151 Aid to Families with Dependent Children (AFDC) job placements were made in 1984, 23,674 in 1985, and 25,288 in FY 1986. The focus of Project Chance is threefold: (1) direct-job entry, (2) customized job training in the private sector, and (3) basic education.

Project Chance

Project Chance (PC), the umbrella for all the DPA's employment and training related activities and the successor to "Employ Illinois," was announced in December 1985. It targets Aid to Families With Dependent Children (AFDC) recipients statewide and General Assistance (GA) recipients in Chicago. Programs are consolidated under the agency's Office for Employment and Social Services. In addition, two new bureaus were added. One, the Bureau of Employment Programs, supervises PC field operations in 155 local and 10 regional offices. The second, the Bureau of Development and Marketing, presents the program to private employers and contracts with private vendors to train and place welfare recipients.

In June 1986, there were about 244,529 AFDC cases and 110,514 GA recipients. There were 12,398 working welfare recipients and an estimated 450 working GA recipients. Of the total AFDC clients, 87,501 adults were mandated to participate in Project Chance because of federal and state regulations. Of the 156,100 individuals who were exempt from participation, 9,713 volunteered. The Department of Public Aid reported 154,418 AFDC parents, or about 63%, as high school dropouts.

Illinois is considering grant diversion, a new strategy used to encourage private employers to hire AFDC recipients by combining existing resources and offering financial incentives to employ this difficult to place population. Aid to Families with Dependent Children payments would be diverted to private employers and combined with a JTPA employment stipend for those who hire JTPA eligible individuals for on-the-job training (OJT) positions.

Service Delivery

Activities are provided to clients through a varied service delivery structure throughout the state. Several state programs with over 300 local service providers are in place to provide intake and to assess and refer welfare recipients to education for employment opportunities and job placement. The delivery structure includes local in-house DPA casework and referral, and contracts for service with many local public and private vendors.

Mandatory and voluntary AFDC and GA recipients begin their PC experience with an orientation and an "initial intensive job search." It is hoped that many clients will find jobs at this juncture without incurring additional program support and costs. The rationale for job search before assessment is stated in the Work Incentive (WIN) Demonstration Plan of the State of Illinois: "It should be recognized that the majority of recipients in the WIN program who found jobs did so on their own." Clients who do not find jobs after an eight-week job search are entitled to a full assessment and an employment plan.

The term "full assessment" is mentioned in the amended 1986 Program Plan for the Illinois WIN Demonstration Program as a "lifetime guarantee." A full assessment involves the collection of specific information detailed by the AFDC Policy and Procedure Manual. During a face-to-face interview with a welfare client, a caseworker records general information about the client's education and work history and needed support services. An employment plan is also prepared as part of the assessment process. The plan records the employment objective, pre-employment component placement, and specific arrangements for employment related support services. Project Chance staff approve employment plans that make clients employable in the shortest amount of time and at the least cost to the Department. The assessment determines the pre-employment component to which a client is referred. Intensive job search, work experience (workfare), job club, pre-employment education/training, modified job search and special projects are the basic components to which an assessed client may be assigned (see client flow chart in Appendix F).

Based on client assessment and an employment plan, job-ready clients are sent to the Illinois Department of Employment Security's (DES) Job Service Field Office for an intensive job search experience with the goal of job placement. A Job Service representative registers PC clients by filling out an intake application form. The client then undergoes a similar assessment, including employment counseling and an employability development process to devise "practical and realistic job goals."

Other options exist for those clients who are not easily placed or not deemed job ready. Some are assigned to the work experience component (workfare) to enhance their work attitudes and to learn or retain skills. Other "noncream of the crop" recipients are assigned to the modified job search component. Recipients with fewer barriers to employment may be selected for short-term customized occupational training and job placement by private vendors. Clients may also refer themselves for further education. Others may enter a JTPA-sponsored program.

The Department of Employment Security (DES) has a contract to provide at least 50,000 PC clients with some level of service this year. Some clients will be seen once, that is, they will go through the intake/registration process. Others who are considered more job ready (estimated at about one-half of those referred by DPA) will receive "accelerated job development." This service consists of at least two job referrals a month and an intensive nine-day "job club" experience. A DES spokesperson called the $4.7 million contract to serve PC participants "that component of a comprehensive state strategy that will provide the placement and job search assistance required to move participants toward permanent economic self-sufficiency." According to a DES spokesperson, DES's entry level employment salary for Project Chance clients won't go below $4.00 an hour. The average entry level wage for AFDC recipients in FY 1986 was $4.35 an hour.

Table 2

Department of Public Aid
FY 1986 Education for Employment Expenditures

Program Descriptions	Clients Served	Expenditures Federal	State
Project Chance Field Staff Provide orientation, assessment, initial job search, modified job search, referral activities and sanctions to welfare clients.	Unknown	$7,200,000 a,b	5,400,000
Project Chance General Administration	NA	3,700,000 a,b	5,200,000
Illinois Department of Employment Security Contracts IDES Job Service Offices provide orientation, assessment, job club, job search, job placement, and referral activities to welfare clients.	14,715	4,700,000 a	0
Special Womens' Employment Programs Provides employment and training related activities, books and supplies to women in crisis through the Illinois Coalition on Domestic Violence, Displaced Homemaker Centers and the Travelers and Immigrant Aid Organzation.	1,369	400,000 c	0
Support Services Provides client support costs such as transportation for workfare and other Project Chance participants.	Unknown	4,300,000 a,c	0
Special Project Chance Contracts Provide short-term training and placement through 34 noncompetitive performance based contracts. In addition, 21 Project Chance marketing & development contracts were let.	912	0	4,000,000
TOTAL	NA d	$20,300,000 e	$14,600,000

Source: Prepared by the Commission on Intergovernmental Cooperation from data provided by the Illinois Department of Public Aid Project Chance budget staff.

Note: Funding source information may change due to the development of DPA's cost allocation plan.

(a) Funding source is Social Security Act Title IVA and C, (WIN Demonstration Program).
(b) Funding source is Food Stamp Act (USDA Food Stamp Administration workfare and Food Stamp Job Search).
(c) Funding source is Title XX Social Services Block Grant.
(d) It is difficult to provide an accurate total because client counts are often duplicative or unknown.
(e) Funding from the Refugee Assistance Act is also included in the total Project Chance budget.

Data Collection

While DPA has information about its clients' demographics, serious record keeping gaps remain. Department of Public Aid spokespersons explained that information about the number of PC participants who received specific services for FY 1986 was not readily available. However, they say that such information might be collected in the future.

Assessment

Agency policy does not require testing as part of the assessment process. Representatives from DES admit they usually don't administer tests to PC clients unless requested by DPA. According to DES staff, from 1985 to 1987 tests were rarely requested or administered. No record of the number and type of tests administered to Public Aid clients is available from DES or DPA.

No mention of testing was made in the Work Incentive (WIN) Demonstration Plan amendments of October 1986. But, a space to record test scores was provided on the Assessment-Employment Plan form attachment. Additionally in FY 1986, the DPA did not contract with the State Board of Education (SBE) to provide math and reading tests as part of an assessment. However, DPA and SBE spokespersons say that the possibility of testing is being discussed at this time. While clients may be referred for testing to community colleges, adult education centers, or programs such as JTPA and DORS, there is no standard DPA policy to refer clients for testing in the assessment phase. Lack of testing can lead to clients being inadequately assessed and placed.

Job Readiness

Problems exist with the definition of the term "job ready" as used by DPA and DES. The Department of Employment Security staff explained that "job ready" is an arbitrary judgement made by DPA caseworkers. Sometimes DES decides that the DPA client is not job ready, documents the reason, and sends the client back to DPA to be assigned to another component. For example, if during DES' employment plan development the Job Service counselor determines that the PC participant needs a refresher course to pursue a career goal, the participant is classified as not job ready. "Job ready" isn't related to any particular educational attainment level. A person without a GED, for example, could be classified as job ready by DPA and referred to DES for work which does not require a secondary level credential.

Client Follow-Up

There is no DPA policy that ensures client follow-up after job placement. A Project Chance spokesperson stated that client follow-up was not done in FY 1986 nor is it being done in FY 1987 for those clients placed in education for employment programs. The spokesperson reported that DPA is looking into the possibility of providing some kind of follow-up on clients in FY 1988, depending on available funding. The exception to this lack of follow-up applies to PC private vendors who were awarded performance-based contracts. To be reimbursed after placing a client, vendors must verify a 30-day client job retention. However, information about placement and retention was also unavailable concerning performance-based contract participants.

Clients not requiring support services from DPA while in pre-employment training components are contacted only at six-month intervals. According to DPA policy, client contact may consist of attendance reports, progress reports, group or individual sessions, on-site program visits and written correspondence.

Clients who experience problems unique to their personal situation during the education and training process (emergency needs, lack of resources, inadequate preparation) may drop out without DPA having any knowledge of the problem. Department of Public Aid staff say that follow-up on all participants would simply be too costly.

Educational Deficiencies

Department policy does not require caseworkers to refer severely educationally deficient clients for adult basic education. The WIN Demonstration Plan amendment states "upon client request, individuals who are inappropriate for job entry due to severe educational deficiencies can be referred directly to adult basic education before the job search period begins." A client suffering severe educational deficiencies is not necessarily versed in self-referral.

Labor Market Information

Labor Market Information (LMI) is not routinely used by county DPA offices to assist PC clients in developing employment plans (see Appendix C). However, some county welfare offices and caseworkers do use LMI to direct clients. Tools to assist caseworkers and clients, developed by the Illinois Occupational Information Coordinating Committee, are available at some welfare offices.

Caseworkers who are not knowledgeable about Labor Market Information are unable to inform welfare recipients of their full range of choices or to help them develop an employment plan whose potential will be realized. Entry level wage information is not discussed with recipients. Many clients who return to the public aid rolls after training and a brief employment experience complain that they cannot afford to work.

Service Duplication

A state level interagency coordination agreement between the Department of Commerce and Community Affairs (DCCA) and DPA contained coordination assurances that were not met during FY 1986. Project Chance (PC) administrators negotiated performance-based contracts with private companies at the local level without planning such training services with local JTPA service delivery administrative entities. Duplication in training resulted even though state level interagency coordination agreements, as well as agreements between DPA and 26 local JTPA providers, had been signed.

When 34 Project Chance contracts were negotiated in FY 1986, 26 local JTPA administrative entities and 19 dislocated worker centers were not consulted. Some administrative entities complained that duplicate services were already available to welfare recipients through local JTPA programs. Service Delivery Area (SDA) representatives also complained about the credibility of some providers and about the lack of planning causing potential local labor market floods. Again in FY 1987 (October 1986), a letter from DPA to SDA administrative entities and Dislocated Worker Centers stated, "There is insufficient time to develop a formal mechanism for obtaining input from SDAs on Project Chance Proposals." The letter provided a last minute opportunity for SDA/JTPA officials to comment on PC proposals being considered by DPA.

There is no vehicle by which state agencies' field service providers collectively plan to meet the education for employment needs of welfare recipients. Each employment and training provider engages welfare recipients in the same process: intake, assessment, employment plan development, work readiness skill training, and referral.

DEPARTMENT OF COMMERCE AND COMMUNITY AFFAIRS

Purpose

The Department of Commerce and Community Affairs (DCCA) administers the largest amount of federal employment and training dollars in Illinois. Its mission is to promote job opportunities, to provide a skilled and productive workforce for employers, and to enhance the state's business climate and economy. Programs administered by DCCA include the federal Job Training Partnership Act (JTPA) and three state employment and training programs. Economically disadvantaged youth, adults, and displaced workers make up its target population.

General Revenue Funded Programs

Three state funded education for employment efforts administered by the Department of Commerce and Community Affairs include the Illinois Training Program (ITP), Displaced Homemaker Program (DHP), and Displaced Farmers and Manufacturing Workers Program (DFMWP).

The Illinois Training Program subsidizes the cost of training or retraining workers in manufacturing businesses. This program also aids businesses which are expanding within the state of Illinois as well as employers relocating from foreign states. Ninety-one companies were assisted in training over 4,700 employees at a cost of $4,631,448 in FY 1986. This program generally provided classroom or on-the-job training. The ITP is a business development and retention program and a part of the state's economic strategy to reduce the cost of doing business in Illinois.

The Displaced Homemakers Program (DHP) contracts with seven community colleges and six community-based organizations to operate 13 Displaced Homemaker Centers. Displaced homemakers are women who have worked in the home for several years providing unpaid household services, were dependent upon the income of a family member or federal assistance, and no longer have the support of such income. Activities for those who have difficulty securing employment include assessment, career counseling, self-confidence, assertiveness and job readiness training, job-club support services, education, and referral to training programs. Last year 1,961 displaced homemakers received services at a cost of $442,376. There were at least 94,039 unserved displaced homemakers in 1986 according to a DHP spokesperson.

The Displaced Farmers and Manufacturing Workers Program (DFMWP) was created in FY 1986. The Department of Commerce and Community Affairs uses some of this program's funding as a required state match for the Title III JTPA Dislocated Workers Program. Service Delivery Area grantees, Dislocated Workers Centers, and one community college without a dislocated workers center operated DFMWPs in FY 1986.

Job Training Partnership Act

The Department of Commerce and Community Affairs (DCCA) administers the Job Training Partnership Act (JTPA). The Act, PL 97-300, has specific mandates for services to economically disadvantaged youth, adults, and displaced workers. The JTPA program funding is divided into three titles: Title IIA serves economically disadvantaged adults and youth; Title IIB is considered a summer youth program, although its funding runs from May through September; and Title III serves dislocated workers.

Title IIA

Seventy-eight percent (78%) of JTPA's Title IIA funding is allocated by formula to SDAs for economically disadvantaged adults and youth. Congress has recognized job training as an investment in human capital and not as an expense. Accordingly, the Department of Labor's Employment and Training Administration set up seven performance standards, a series of statistical models to numerically measure and evaluate Title IIA's basic return on the investment. Standards are prescribed on the basis of such factors as placement in and retention of unsubsidized employment, increased earnings, including hourly wages, and welfare reduction measured by the number of individuals and families receiving cash welfare payments and the amounts of such payments. The Secretary of Labor may modify the performance standards every two program years. States are responsible for implementing the standards. Each governor is allowed to vary from the prescribed standards based upon specific economic, geographic and demographic factors and service types in the state and in the Service Delivery Areas (SDAs).[1]

Illinois' performance standards mirror the national model and can be divided into two categories, primary and secondary. The primary category includes the (1) adult entered employment rate; (2) cost per adult entered employment; and (3) youth positive termination rate or youth entered employment rate. The secondary category includes (1) adult average wage at placement; (2) adult welfare entered employment rate; (3) youth entered employment rate or youth positive termination rate; and (4) youth cost per positive termination. To qualify as having met performance standards, a service delivery area (SDA) must meet all three primary standards and two of the secondary standards. Northern Illinois University's Center for Governmental Studies is conducting a performance standards project. The center is developing an alternative set of statistical models to use in evaluating SDA performance for six states, including Illinois. Illinois plans to test the alternative model in FY 1988 for potential adoption in FY 1989. Department of Commerce and Community Affairs staff claim that a new model may give incentives to SDAs to serve the hardest-to-serve clients.

Effective performance standards require coordination between job training and other human resource policies. In the long run, performance measures are important for evaluating the success of JTPA participants. The measures can be used to evaluate the program training strategies. As an evaluation technique, performance standards can be adapted to a variety of state-funded programs to assess program effectiveness more efficiently.

---

[1] Service delivery areas (SDAs) are composed of one of more general units of local government that promote delivery of local job training services. The areas are to be consistent with labor market areas or standard metropolitan statistical areas, or the designated SDAs may be consistent with the area where related services are provided under other state or federal programs.

Six percent (6%) of Title IIA monies are for states to use at their discretion to provide technical assistance to SDAs which have not met their performance goals and to award incentive bonuses to SDAs which do meet their goals. Based on FY 1986 performance, about $1.5 million has been set-aside for technical assistance and training activities. This year every SDA received bonus money totaling $6.8 million based on FY 1986 performance. The 6% bonus monies may be used by SDAs to target populations with specific barriers to employment such as ex-offenders, high school dropouts, and displaced homemakers.

Title IIA also has 8% and 3% set-aside monies which did not require performance standards in FY 1986, though goals for these set-asides are being negotiated. The 8% portion is used for JTPA coordination with state education programs. The 3% portion is used to provide employment opportunities for older Americans. The Department of Commerce and Community Affairs (DCCA) passes some of the 3% funds to SDAs and awards a portion to private contractors. Seventy-five percent (75%) of JTPA's Title IIA 8% funding is passed to the State Board of Education and twenty-five percent (25%) is passed to the Community College Board. Beginning this program year (FY 1987), states are mandated to establish literacy, dropout prevention and statewide school-to-work transition programs with 8% funds.

Title IIB

Title IIB is a summer program that assists economically disadvantaged youths age 16 to 21 with a variety of employment related activities. In addition, 14-and 15-year olds may be served by pre-employment job skills programs. Title IIB money is formula allocated to the 26 SDAs to use May 1 through September 30. Beginning in 1987, Title IIB program providers are required to assess the reading and math skill levels of participants and establish written goals and objectives to evaluate program effectiveness.

Title III

Seventy-five percent (75%) of JTPA's Title III funding is formula allocated to states based on total unemployment, excess unemployment (over 4.5%) and the number of persons unemployed for 15 weeks or longer. The remaining twenty-five percent (25%) of the funds are distributed to states for special projects and situations at the Secretary of Labor's discretion. Nineteen Dislocated Worker Centers, primarily located at community colleges, use Title III funds to provide a wide range of services based on the locally determined needs of dislocated workers. Such services include counseling, assessment, job search, job development training and retraining, and pre-layoff and relocation assistance. In FY 1986, 15,142 displaced workers were served. A small portion of Title III (IIID) funding is set aside as discretionary money. The state holds it in reserve to assist workers when plants close unexpectedly. Title IIID funds served 3,294 dislocated workers in FY 1986.

Table 3

Department of Commerce and Community Affairs
FY 1986 Education for Employment Expenditures

Program Descriptions	Clients Served	Expenditures Federal	Expenditures State
JTPA Title IIA (78%) SDAs provide pre-employment training, remedial education and basic skills training, outreach, world of work training, on-sight training, OJT, career training, support services, literacy and bilingual training, preapprenticeship, follow-up, exemplary youth programs,etc.	31,444 adults [a] 27,718 youth	$84,234,013	$0
Administrative Cost Pool Available to 26 SDAs to administer programs.	NA	17,851,274	0
JTPA Title IIA (8%) DCCA contracts with the State Board of Education to administer 75% of the 8% funds and with the Illinois Community College Board to administer the remaining 25% of the funds.	5,366 (SBE) 3,309 (CCB)	5,983,182 2,045,068	0 0
Dollars are recouped by DCCA from SBE and CCB and used in conjunction with JTPA Section 121 for contractual services, studies and labor market information activities. Recouped because unspent amount was more than the 15% carry-over amount allowed to the SBE and CCB.	NA	1,645,523 281,793	0 0
JTPA Title IIA (6%) DCCA provides tecnhical assistance and incentive bonuses to SDAs based on performance. Preventive technical assistance in the form of conferences, workshops and manuals was also available to SDAs.	Unknown	6,200,000[b]	0
JTPA Title IIA (5%) Monies used for DCCA program administration.	NA	4,287,168	0
JTPA Title IIA (3%) SDAs and private not-for-profit groups provide employment and training programs for people 55 years of age and older.	2,683	2,963,714	0
Monies used for DCCA program administration.	NA	93,142	0

Department of Commerce and Community Affairs (continued)
FY 1986 Education for Employment Expenditures

Program Descriptions	Clients Served	Expenditures Federal	Expenditures State
JTPA Title IIB SDAs provide the summer youth program May through September. Education and training programs are for economically disadvantaged youth age 14-21.	44,883	47,483,977	0
JTPA Title III 19 Dislocated Worker Centers offer education for employment services to people who are unemployed and meet definition of dislocated workers.	15,142	9,689,246	0
Monies used for DCCA program administration.	NA	536,915	0
Title IIID State reserve money is set aside for special emergency plant closures to provide employment and training services to dislocated workers.	3,294	2,093,947	0
Title IV Provides employment and training related services to disabled veterans, Vietnam era veterans and recent veterans.	509	156,478	0
Monies used for DCCA program administration.	NA	8,236	0
Dislocated Farmer and Manufacturing Workers Program This new FY 1986 program is operated like Title III by DCCA.	1,907	0	1,167,060 [c]
Displaced Homemaker Program 13 Displaced Homemaker Centers provide pre-employment readiness and referral services to displaced homemakers statewide.	1,961	0	268,154
Monies used for DCCA Administration.	NA	0	174,222
Illinois Training Program Assists businesses to train or upgrade workers to aid expanding or relocating businesses.	91 companies 4,700 employees	0	4,631,448
TOTAL	NA [d]	$185,553,676	6,240,884

Source: Prepared by the staff of the Commission on Intergovernmental Cooperation from data provided by the Department of Commerce and Community Affairs.

(a) Includes some older individuals who are also counted under Title IIA 3% program since concurrent program enrollment is permitted.
(b) This represents DCCA's budgeted amount. Actual expenditures are unavailable.
(c) $700,000 was used as a state match to Title III.
(d) It is difficult to provide an accurate total because client counts are often duplicative or unknown.

Service Delivery

The selection of JTPA service providers, or subrecipients, is not always made according to fair and objective procedures or decisions based on appropriate and consistently applied criteria. Section 107(b) of the JTPA states that funds shall not duplicate facilities or services available in the area unless it is demonstrated that alternative services or facilities would be more likely to achieve the SDA's performance goals. Section 107(c) requires the SDA to give priority to education agencies for educational services and to demonstrate why alternative educational agencies are selected. Each SDA is free to establish its own selection procedures and guidelines for service providers. There is sometimes an actual or potential conflict of interest at the state and local levels about such decisions, because many organizations that receive funding have members on the Job Training Coordinating Council (JTCC) and the Private Industry Council (PIC). For example, some for-profit proprietary institutions which are more costly than local public education agency programs receive JTPA contracts. Unobjective decision making can be traced to arbitrary organizational rating criteria. A common complaint is that the service provider selection system devised by SDAs is fraught with favoritism.

The extent to which JTPA grantees contract with subrecipients is unknown. The Department of Commerce and Community Affairs does not have readily available information concerning the number and type of subrecipient providers used by each SDA.

Governor's Coordination and Special Services Program

The Governor's Coordination and Special Services Program's (GCSSP) two-year plan is statutorily mandated by the Job Training Partnership Act (PL 97-300). Goals of the GCSSP are as follows:

- Invest in the human capital of Illinois to increase economic self-sufficiency and to decrease dependency on public funds.

- Ensure that job training and placement programs complement and expand services available from educational institutions, human and social services, rehabilitation agencies, and income maintenance programs.

The plan also establishes coordination criteria. Coordination criteria for fiscal 1987 and 1988 focus on (1) a system of support services integration for clients that maximizes resources and minimizes duplication of efforts; and (2) a system for assessing the adequacy of coordination efforts to improve service delivery. The GCSSP calls for coordination agreements between local JTPA grantees and state agencies' field offices to address the following five goals: (1) program information exchange; (2) joint planning; (3) coordination integration and nonduplication of services; (4) referral procedures; and (5) report and record sharing.

The Governor's Coordination and Special Services Programs (GCSSP) suggests a coordination strategy and lists criteria compliance indicators for each goal. However, the indicators are merely incorporated into the language of coordination and cooperation in agreements and do not ensure it. In keeping with the GCSSP goals, coordination criteria, and the criteria compliance indicators, each of Illinois' 26 SDAs and 19 Dislocated Worker Centers must have formal written coordination agreements with each of five state agency's field offices in their area (Departments of Public Aid, Employment Security, Rehabilitation Services, Corrections, and Children and Family Services).

Local Level Coordination Agreements

Coordination on paper continues as required by DCCA and the GCSSP. Local JTPA service delivery entities and area state agency providers sign agreements to cooperate, coordinate, and eliminate duplication and gaps in services. The agreements are submitted to DCCA and respective state agencies and filed by the local SDA grantee. These agreements repeat the language of coordination and such activities as information sharing, cross meeting attendance and joint planning. Though the coordination agreements document goals, activities and evaluation measures, the goals are not realized. For example, service duplication exists between JTPA administrative entities and Job Service field offices. Both provide intake, orientation, assessment, counseling, employment plan development, job development, tests, referral services and more. In thousands of cases throughout the state, both entities serve the same clients.

There is no process whereby several state or local agencies enter into one agreement to better serve clients. As a result, even though a local SDA may have a number of JTPA required agreements with state agencies' field offices, none of the parties involved know specifically or even clearly what the others are doing. They are all running their own assessment, counseling, intake, and referral processes. For example, DES has a computerized job matching system which can be used by clients in most Job Service offices, but many SDA staff are unaware of the service.

State Level Interagency Coordination Agreements

Interagency coordination agreements lack mechanisms to ensure coordination. Interagency coordinators employed by the Departments of Employment Security, Public Aid, Rehabilitation Services, and Aging provide technical assistance to regional and local staff of their respective departments, SDAs and Illinois Job Training Coordinating Council (JTCC) committees.

Staff salaries to coordinate JTPA with four state agencies are supported by JTPA Title IIA 8% funds from the amount passed to the ISBE. The cost of interagency coordination is about $140,000 a year. Separate state level formal coordination agreements are transacted annually between the above four state agencies and DCCA.

The purpose of the agreements is to coordinate JTPA programs and services for people who are JTPA eligible with the four state agencies. The agreements' goals are to eliminate duplication and gaps in services to clients common to both JTPA and the state agencies. Each agreement lists a number of objectives and activities to be accomplished in a year.

In the case of DORS/DCCA, coordination agreement issues are identified at the state level. One goal of the state level DORS/DCCA agreement is to eliminate duplication and gaps in service at the local level. The activities to achieve the goal include the following:

- provide technical assistance;
- review agreements;
- review agreements' accomplishments;
- report summarized reviews;
- evaluate and monitor coordination agreements;
- disseminate information;
- provide in-service training.

Evaluation measures include:

- providing quarterly reports of technical assistance;
- providing in-service and information dissemination; and
- providing a statewide summary of referral procedures and referrals made.

These activities and evaluation measures do not achieve the goal of eliminating duplicative services or gaps in services. For example, the amendments to the Department of Rehabilitation Services (DORS) Three-Year State Plan for Vocational Rehabilitation, Fiscal Years 1986-88 were submitted to the Rehabilitation Services Administration in October 1986, one year after its initial three-year Vocational Rehabilitation Plan was submitted. No review of either document took place by the Job Training Coordinating Council (JTCC) in spite of the state level agreement between DORS and DCCA to coordinate services. On the local level, DORS clients are still not served equitably throughout the state. In fact, some SDAs refuse service to DORS clients in spite of state and local level agreements.

There is some concern about how effective interagency coordinators can be. State Board of Education 8% managers and DCCA job training division staff say that the current JTPA program year (PY 86) is the last for such an expenditure. Each agency that desires an interagency coordinator will be required to pay for that staff person out of their respective budgets beginning July 1, 1987.

An effort to determine the extent to which local level coordination exists between state agencies and JTPA administrative entities is underway. The Program Review Committee of the Job Training Coordinating Council met near the end of 1986 and formed an interagency task force. Department of Commerce and Community Affairs staff, two Private Industry Council (PIC) representatives and state interagency coordinators designed two separate survey instruments to measure coordination between SDAs and state agencies. The Coordination Negotiation Process Review Instrument was mailed to all SDAs and state agencies to determine their respective negotiation processes. The Coordination Implementation Survey Instrument was adminstered by DCCA staff and interagency task force members to seven SDAs throughout the state. "This instrument measures the effectiveness of local coordination agreements' implementation between local agency offices and SDA administrative entities." Information garnered may help to develop new coordination criteria for program years 1988 and 1989. The survey's results will be available in the spring of 1987.

Data Collection

The Department of Commerce and Community Affairs (DCCA) collects numerous data and regularly generates many reports about JTPA. However, such simple information as the amount of money spent per participant by training and support activity is not readily apparent from DCCA's Management Information System. While it is possible to know the number of people who received services by activity and JTPA title programs, detailed corresponding expenditures are not available for all activities. Therefore, cost per participant in each training and support activity is unknown.

Follow-Up

JTPA program participant follow-up was not mandated in FY 1986, thus making it impossible to measure whether, as intended by Congress, "the cost of JTPA training is an investment that will be repaid to society by the individual who becomes a productive worker." As of October 1986, JTPA amendments required a 90-day post program follow-up sample.

The Job Training Coordinating Council (JTCC)

The review of all state agency employment and training related plans does not take place. The Job Training Partnership Act (PL 97-300) states that the Job Training Coordinating Council shall:

> . . . identify, in coordination with the appropriate state agencies, the employment and training and vocational education needs throughout the state, and assess the extent to which employment and training, vocational education, rehabilitation services, public assistance, economic development and other federal and state and local programs represent a consistent, integrated and coordinated approach to meeting such needs; and
> . . . review plans of all state agencies providing employment, training and related services, and provide comments and recommendations to the Governor, the State Legislature, the state agencies, and the appropriate federal agencies on the relevancy and effectiveness of employment and training and related service delivery systems in the state.

The state's companion piece to this federal legislation, the Job Training Coordinating Council (JTCC) Act, PA 83-1288, became law in August 1984. The JTCC has not, heretofore, commented on all employment and training plans of state agencies in accordance with the law. For example, JTCC did not comment on DPA's September 1986 WIN Demonstration Plan amendments, the SBE's 1986-88 adult education plan, the Department of Rehabilitation Services (DORS) 1986-88 state plan for vocational rehabilitation, nor the DORS plan update submitted in August 1986.

In a 1986 report to the JTCC, the Legislative Affairs Committee wrote: "In the absence of JTCC approved review guidelines of plans of state agencies providing training and related services, especially with respect to the relevancy and effectiveness of the service delivery system in the state, the subcommittee has launched a major self-education effort in order to identify strategies and issues to address these concerns."

In July of 1986, in accordance with the Council's self-education effort, a subcommittee of the JTCC's Program Review Committee surveyed all state agencies that offered employment, training and related services to discover what the state's education, workforce training and retraining system contained. The survey format was extremely general and agencies seemingly responded with excerpts from their Human Services Plans. Survey results will be compiled by DCCA into a resource manual for state agency employment and training programs. This report is projected for completion by April 1987. Recommendations are expected to be made by the subcommittee to the JTCC to influence development of future state plans and coordination criteria for program years 1988-89.

The JTCC recently reorganized from five committees to three. Previous JTCC Committees (excluding the Executive Committee which still exists) were: (1) Program Review, (2) Legislative Advisory, (3) Private Sector Initiatives, (4) Retraining for Employment, and (5) Technical Advisory. Current JTCC structure includes the Oversight, Policy, and Coordination Committees. Department of Commerce and Community Affairs (DCCA) staff explained the reorganization rationale at the October 1987 JTCC meeting as a "functional versus program approach" to management. This new structure would, it was said, allow committee members to more adequately fulfill the JTCC oversight mandates under the Job Training Partnership Act. Committee members were appointed by the Governor and the new committees met for the first time in February 1987.

Job Training Partnership Act (JTPA) Study

A major study of the Job Training Partnership Act (JTPA) operations in Illinois was released in June 1986. Twenty-six researchers at the University of Chicago, under the guidance of Dr. Gary Orfield and Ms. Helen Slessarev, reviewed the Illinois JTPA program during its first two years of operation. The study, Job Training Under the New Federalism, JTPA in the Industrial Heartland, considered the many aspects of assisting those without employment. Under the JTPA procedures, state officials have substantial discretion in the operation of the program. The Orfield and Slessarev study found that the priorities and decisions by the Department of Commerce and Community Affairs included:

- emphasis on economic development;
- close monitoring only of program enrollment, placement rates and costs;
- a diminished emphasis on the relationship between public schools and job training, and an increased emphasis on community colleges;
- autonomy for local agencies in deciding what training to offer; and
- coordination between the job training and welfare systems.

The Illinois program is administered by the state's economic development department in an administration where development is a primary goal. This has tended to produce an emphasis on meeting national performance standards and using discretionary JTPA funds for local economic development activities and working out deals with potential businesses. Considerably less emphasis than under the Comprehensive Employment and Training Act (CETA) has been given to reaching the hard-to-serve with serious training needs and to coping with a massive failure of public education which produces a tide of high school dropouts, particularly in Chicago, that the job training system cannot and will not deal with.

According to the Orfield and Slessarev study, the Job Training Partnership Act ". . . assumes that training, in itself, will solve the problems of jobless workers even in severely depressed local labor markets." A major organizational tenet of the JTPA was the structuring of local delivery areas around marketing areas. This concept was curtailed by the criteria used to establish service delivery areas and the decision to allow city and county level management within large market areas. The present Illinois system thus has the problem of separating areas of large unemployment numbers from areas of growth and job availability. Training persons in areas of chronic unemployment for jobs in the same area becomes impossible to justify. There is often an excess of available participants in one area and shortages in others. The elimination of public service employment opportunities creates even more serious dilemmas in the local areas facing depression-like economic conditions. To compound the situation, the amount of JTPA funding is based on two factors of unemployment and one of poverty. The entry requirements of the programs are almost exclusively based upon poverty. This means that the areas with the highest levels of poverty will have the greatest number of eligible participants, but may not receive the funding.

Many reviews of JTPA emphasize that the program is not an education program but a program to produce as many placements as possible. They suggest that another entity, perhaps the schools or the community colleges, should take on the education and long-term training function. The study also found that:

> The large majority of people who enroll in JTPA are high school graduates, even in areas where most jobless people are dropouts. Agencies required to produce a specified placement rate to keep their training contracts attempt to minimize their risks by excluding people without skills and job experience. There is extremely little training for those not speaking English.

Furthermore, the Orfield and Slessarev study noted that "only a small fraction of the JTPA effort is devoted to basic skills. This is a particularly devastating finding in light of the other evidence that reflects failures in vocational education and job training programs are mostly due to the participants' inability to communicate and do basic computation."

STATE BOARD OF EDUCATION

Purpose

The Illinois State Board of Education's Department of Adult, Vocational, and Technical Educational (DAVTE) administers the Vocational Education, Adult Education, and JTPA 8% programs. These programs have different funding sources, planning bodies, and state plans, although two (Vocational Education and JTPA 8%) have the same planning cycles. The term "education for employment" was coined by the SBE to identify its involvement with these programs as well as an emphasis on career education, which includes kindergarten through eighth grade curricula on work ethic values and problem solving skills needed for later employment success.

Vocational Education

A three-year education for employment policy and administrative plan was adopted in 1984 to revitalize vocational education in Illinois. The policy adopted by the State Board established an Education for Employment regional delivery system. The implementation strategies call for intensive regional level planning prior to full implementation in FY 1988. The SBE stated in its State Plan for Revitalizing Vocational Education in Illinois (1986-1988) that a regional system which includes a consortia of high schools, area vocational centers, and alliances with the respective community college(s) would best accommodate the vocational education needs of the state's youth and adults. The administrative plan focused on quality, access and efficiency for all vocational programs. It stressed the concept that high school, vocational center and community college personnel could plan together and offer those vocational programs locally determined to be warranted by the labor market and employers in the region (State Board of Education Annual Report FY 1986). These efforts are expected to result in improved programs for adults who need both basic education skills and vocational education. The State Board of Education (SBE) hopes effective leadership and support will encourage collaboration to better serve Illinois citizens without statutory mandates.

To facilitate the regionalization of the vocational education system, the SBE provided planning grants to local districts. Six hundred and thirty-eight school districts offering vocational education elected to work within a planning area. The State Board of Education provided ongoing technical assistance to regional planning efforts. A task list guide book was developed to assist with implementing each phase of the new regional delivery system. Technical Assistance (TA) consultants sponsored in-service sessions attended by program planning directors, fiscal agents and community college coordinators. The sessions focused on joint agreements, advisory council significance, labor market information, student interest data, and the use of worker validated task lists. The goal was to develop cooperative agreements and form effective regional vocational education delivery systems.

The 1986-88 state vocational education plan is the result of a two-year policy study and is based on an assessment of the vocational education needs of the state's youth, adult population and employers, an assessment of occupational supply and demand data, and an assessment of the challenges and systemic problems that have influenced the quality of the state's vocational education program.

The program recognizes future workforce preparation needs:

> Workers of the future will need to know far more than the obvious tasks associated with their jobs. Hands-on skills are of little value to the worker without a broad knowledge base in mathematics, physical sciences, and communication. It is a broad background in the basics -- in addition to technical and attitudinal skills -- that the vocational education program must address. With these skills, students will be able to participate in a wide range of job-specific vocational programs, whether in a skilled or semi-skilled field. (State Plan for Revitalizing Vocational Education in Illinois 1986-88)

Vocational Education Boundaries

Regional boundary formations were selected which follow Educational Service Regions (ESRs) downstate, and community college districts in Cook and the collar counties (Lake, McHenry, Kane, DuPage and Will). A regionally organized secondary delivery system and the existing system of community colleges were selected on the basis of a study of various factors relating to labor markets and educational availability. The study was prepared by researchers at SIU-Edwardsville's College of Business in 1984.

In July 1986, a consortia of high schools and area vocational centers executed joint agreements to share instructors and facilities, to eliminate outdated programs, conduct joint inservice instructor training sessions in certain occupational fields, and to jointly purchase state-of-the-art equipment. Sixty-one regional vocational delivery systems were formed, blanketing the entire state. All but four small central Illinois school districts are involved, as are all area vocational centers. All community colleges and regional delivery systems are in the process of executing articulation agreements that will, among other things, provide joint use of staff and facilities where feasible and economical.

Federal Vocational Education Programs

Illinois' federal vocational education dollars, just over $30 million in SFY 1986, are designated by three titles. Title IIA funds are spent for services to handicapped, economically disadvantaged individuals, single parents and homemakers, adults in need of training and retraining, incarcerated criminal offenders, and for participants enrolled in programs designed to eliminate sex bias and stereotyping in vocational education.

Title IIB funds are for program improvement, innovation & expansion. Funded under this title in FY 1986 were (1) research, curriculum, and personnel development and evaluation programs, (2) local program improvement projects including regional planning and development, technical assistance and instructional equipment, and (3) statewide program improvement activities such as career guidance and counseling, special needs projects, and vocational student organizations.

Illinois uses Title III funds for consumer and homemaker education programs in high schools statewide, homemaker programs for economically disadvantaged individuals and for the state administration of programs.

Table 4

State Board of Education
FY 1986 Vocational Education Expenditures

Program Descriptions	Clients Served	Expenditures Federal [a]	Expenditures State
Title IIA - Special Populations			
- handicapped students - limited English proficient students - Economically disadvantaged students Local school districts and community colleges provide tutoring, curricula and material adaptation, mainstream and separate setting vocational education classes.	32,555 18,422 158,204	$7,323,603	0
Community college districts and technical schools provide training and retraining services in five occupational areas.	Unknown [b]	4,048,855	0
Secondary and post-secondary institutions, Displaced Homemaker Centers and other agencies and community-based organizations provide transportation, child care, tuition and fees, job development and job placement to displaced homemakers and single parents.	2,786	1,461,436	0
Sex equity consultants provide technical assistance statewide in conjunction with Career Guidance Centers. A sex equity clearinghouse began at SIU-Carbondale. Mini-grants provided local incentives to eliminate sex bias and sex role stereotyping through community colleges, universities, community based organizations and local education agencies.	NA	557,785	0
40 vocational education programs were supported in 18 adult correctional institutions.	5,020	325,274	0
Title IIB - Program Improvement			
Research Projects			
Research and development	NA	533,840	0
Curriculum development		1,430,158	0
Personnel development		2,829,929	0
Evaluation		122,739	0
Local Program Improvement Projects			
Instructional equipment	NA	4,186,697	0
Technical assistance		1,018,911	0
Regional planning & development		1,018,067	0

State Board of Education (continued)
FY 1986 Vocational Education Expenditures

Program Descriptions	Clients Served	Expenditures Federal [a]	Expenditures State
Statewide Program Improvement Activities			
Career Guidance and Counseling Special Needs Projects		927,567	0
- Work Experience and Career Exploration (WECEP) provide employment and training opportunities to high school students at risk of dropping out.	1,816	1,787,261	0
- Early School Leaver (ESL) targeted 16-24 year old youth dropouts.	913		
Vocational Student Organizations	33,152	105,479	0
Title III - Consumer Homemaking			
Consumer Homemaking and Education Program (CHEP) Provides learning experiences to economically disadvantaged women including income tax filing, gardening and job readiness skills. CHEP is an out of school continuing education program.	28,735 [c]	457,413	0
Vocational Education Formula allocated to high schools	427,150	866,999	0
State Leadership			
SBE Administration	NA	71,775	0
State Administration	NA	1,314,825	0
Administration		0	1,056,662
High Impact Training Services (HITS) Provide financial assistance to community colleges, area vocational centers and high schools to train persons for new and expanding businesses and industries in Illinois. Training is short-term and job specific. HITS creates partnerships between education and industry at little or no cost to users.	19,508	0	3,203,170
Vocational Instructor Program (VIP) Provides opportunities for vocational education teachers to update their technological knowledge in OJT private sector eight-week summer programs.	933	0	1,479,207
Education for Technology Projects Provide state-of-the-art equipment to secondary schools.	NA	0	1,049,936
Education for Employment Planning Grants Assisted 59 designated planning areas to develop written cooperative agreements between high schools and area vocational education centers in conjunction with new state policy to update curricula and equipment, share instructors and facilities and purchase and share state-of-the-art equipment.	NA	0	3,013,502

State Board of Education (continued)
FY 1986 Vocational Education Expenditures

Program Descriptions	Clients Served	Expenditures Federal [a]	Expenditures State
Vocational Education Programs provide grants to fund DORS, DMHDD and DOC vocational education programs.	DOC - 7,520 DMHDD - 6,747 DORS - 211	0	38,486,468
TOTAL	NA [d]	$30,408,613	$48,288,945

Source: Prepared by the Commission on Intergovernmental Cooperation with data from the State Board of Education staff.

(a) Funding source is the Vocational Education Act.
(b) Reimbursement formulated on credit hours generated.
(c) Includes displaced homemakers also counted under Title II A. Reporting the number of participants by each activity is no longer required by the Vocational Education Act Amendments of 1984 regulations.
(d) It is difficult to provide an accurate total because client counts are often duplicative or unknown.

State Vocational Education Programs

There are four state-funded initiatives: (1) Vocational Instructors Program (VIP); (2) High Impact Training Services; (3) Education for Technology Employment Program; and (4) vocational education programs. The Vocational Instructors Program (VIP) created in 1986 paid for 993 vocational education teachers to update their technological knowledge in eight-week summer programs. Teachers receive short-term, private sector, on-the-job training to help them better prepare their students for the rapidly changing workplace. The High Impact Training Services (HITS) operated 319 projects through 44 community colleges, area vocational centers and high schools. High Impact Training Services (HITS) represent partnerships between education and industry and provide quick, job-specific training at little or no cost to businesses. The program helps hundreds of local education agencies to meet short-term training needs of new and expanding businesses. The Education for Technology Employment Program was instituted to keep pace with rapid technological changes by updating curricula, teacher skills, and equipment. Vocational education programs, at a cost of nearly $40 million, were the largest General Revenue Fund expenditure. These funds supported 211 vocational education students in a grant to the Department of Rehabilitation Services; 6,747 vocational education students in a grant to the Department of Mental Health and Developmental Disabilities; and 5,771 adult and 1,749 youth vocational education students in grants to the Department of Corrections.

Performance Measures

Northern Illinois University's Center for Governmental Studies will begin examining policy options for performance measures in vocational education in Illinois in the spring of 1987. Their comparative study will include a review of the Illinois vocational education experience, vocational education literature and the experiences of selected states. Policy recommendations resulting from the study are expected in 1987.

Adult Education Program

The Illinois Adult Education Program operates under the provisions of the State Adult Education Act and is managed by the Adult and Continuing Education Section within the State Board's Department of Adult, Vocational and Technical Education (DAVTE). The Adult Education Program's three funding sources are the federal Adult Education Act, State General Revenue, and Title XX Social Services Block Grant. The Adult Education program emphasizes basic and secondary education, employability skills training, coping skills instruction, support for literacy, and limited classroom vocational skills training.

Service Delivery

Adult Education Services were provided by 39 community colleges, 43 public schools and 9 educational service regions. Classes are often held in churches, work sites, hospitals, learning centers, institutions for the handicapped, correctional centers, and other facilities in an effort to offer convenience to prospective students. In FY 1986, over 111,000 people received Adult Education Services throughout the state of Illinois. The DAVTE estimates 37,571 more people could have received adult education services had funds been available. Adult education services are provided to individuals who are at least 16 years old, do not have a high school diploma or have not achieved an equivalent level of education, and are not currently required to be enrolled in school.

Table 5

State Board of Education
FY 1986 Adult Education Expenditures

Program Descriptions	Clients Served	Expenditures Federal	Expenditures State
Academic Instruction Provides academic instruction for people 16 years of age or older not otherwise enrolled in school who could upgrade to an eighth grade level or high school completion equivalent.	33,985	$4,535,356[a]	$700,000 [b]
Employability Development Services (EDS) Includes basic and secondary academic and job skills instruction and secondary level vocational education	26,618 2,345	4,688,215 [c]	0
Special Information, Retention and Referral Projects Recruit, assess, counsel, refer and attempt to retain AFDC adult education clients through program completion.	48 projects	1,095,275 [c]	0
Special Literacy Projects Promote volunteerism and local linkages between public and private literacy providers through coordinators, tutor training and materials.	NA	(190,000) [d]	0
Academic Instruction Provides basic and secondary academic education and vocational secondary level education to people whose schooling has been interrupted.	45,503 2,602	0	4,983,566
TOTAL	NA [f]	$10,318,846	$5,683,566

Source: Prepared by the Commission on Intergovernmental Cooperation from data provided by the State Board of Education staff.

Note: Amounts in parentheses are not included in the total to avoid double counting.

(a) Funding source is the Adult Education Act.
(b) Portion of amount includes the required 10% state match.
(c) Funding source is Title XX Social Services Block Grant.
(d) Literacy Project funding is included in Academic Instruction and Employability Development Services.
(e) $1,401,906 in local school funds are not included.
(f) It is difficult to provide an accurate total because client counts are often duplicative or unknown.

Planning

The Adult and Continuing Education section coordinates its plans in conjunction with 41 Area Planning Councils (APCs). The councils develop and submit local plans every two years to the SBE and are established within the same boundaries as the community college districts.

The 1986-88 adult education plan was developed in conjunction with three Regional Liaison Committees which corresponded to the five adult education regions administered by the SBE.

JTPA Title IIA 8% State Education Coordination and Grants Program

Federal JTPA funds are allocated in Illinois through the Governor, who has designated the Illinois Department of Commerce and Community Affairs to administer all JTPA programs. In turn, the Department of Commerce and Community Affairs contracts with the Illinois State Board of Education to administer 75% of the JTPA 8% funds and with the Illinois Community College Board to administer the remaining 25% of the funds. These funds may be used to provide education and training, including vocational education services. At least seventy-five percent (75%) of these funds must be used to serve economically disadvantaged participants.

Coordination of Education and Training Related Programs

Illinois has no formal policy on coordination between vocational education/adult education and other education and training related programs in the state. The 61 vocational education regional planning and delivery area boundaries do not match the 41 adult education Area Planning Council (APC) boundaries. The State Board of Education's Illinois Program Plan for Adult Education 1986-88 states as a priority that adult education programs should cooperate with the education for employment policy and implementation plan adopted by SBE in December 1984.

Area Planning Councils (APCs) were studied by Northern Illinois University researchers to determine (1) the impact of APCs on adult educational planning and services; and (2) the impact of their relationship with education for employment regions. Very little consistency in planning was found between the adult and vocational education systems. However, some fortuitous interaction was evident in the service delivery system. Recommendations were to: (1) devise a systematic mechanism to promote adult basic education and vocational education by having cross representation on both bodies; (2) develop an inservice leadership training program and widely disseminate professionally developed materials to increase APC planning potential; and (3) re-examine APC participants to determine who has a stake in the system and to define their relationship to the APC and to the planning process. These recommendations are being implemented in some parts of the state.

The Carl Perkins Vocational Education Act mandates coordination between vocational education programs and policies and JTPA programs and policies. The Act states that the responsibilities of the State Board shall include:

Table 6

State Board of Education
FY 1986 JTPA Title IIA 8% Expenditures

Program Descriptions	Contracts	Clients Served	Expenditures Federal	Expenditures State
Adult Education Improves SDA/adult ed relationships.	3	351	($235,225)	$235,225 [a]
Early School Leaver Program (16-21 year olds) Improves employability and educational competencies of JTPA eligible high school dropouts. Combines classroom instruction with part-time employment.	18	490	(515,615)	515,615 [a]
Department of Rehabilitation Improves employability and independent living potential of disabled students at state supported facilities.	3	60	(22,006)	22,006 [a]
Economic Development Provides OJT and instructional job training programs to new employees of expanding or relocating businesses on site and in public educational settings. Economically disadvantaged Title III eligible participants are hired prior to training. (Coordinates with HITS, CCB, and ITP when possible).	19	358	(379,407)	379,407 [a]
Education and Training Agreements Provide easy access for JTPA participants into established vocational or prevocational training programs at AVCs, CCs, secondary schools and universities.	66	2,150	(1,439,289)	1,439,289 [a]
Illinois Pre-Employment Placement (IPREP) Assists JTPA eligible high school seniors unlikely to find employment upon graduation. Offers career counseling, employability skills, job placement, and follow-up. Basic school to work transition program.	10	325	(455,998)	455,998 [a]
Public Housing Initiative Expands basic and vocational ed and employment opportunities for public housing residents. Emphasizes training and placing residents into jobs at public housing authorities.	8	228	(368,671)	368,671 [a]
Special Initiative for the Disabled Expands vocational education opportunities for disabled youth and adults who aren't severely disabled enough to be served by DORS. DORS' priority is to serve the "most in need" disabled people.	8	167	(178,260)	178,260 [a]
Testing and Assessment Offers on site vocational education assessment and intensive job readiness activity to JTPA participants through New Start, Inc.'s mobile assessment service available to about 15 SDAs).	1	662	(267,881)	267,881 [a]

State Board of Education
FY 1986 JTPA Title IIA 8% Expenditures (continued)

Program Descriptions	Contracts	Clients Served	Expenditures Federal	Expenditures State
Work Experience and Career Exploration Program (WECEP) Provides cooperative work experience (for credit) and career instruction to potential dropout students 14-15 years old.	25	635	(829,946)	829,946 [a]
Illinois Occupational Information Coordinating Committee (IOICC) Facilitates use of Labor Market Information and occupational information services by SDAs and JTPA participants. Provides occupational information and career guidance information upon request to SDAs and Local Education Agencies and technical assistance (TA) on the use of career and occupational information.	1	NA	(78,378)	78,378 [a]
Interagency Coordination Staff Coordinates JTPA programs and services for people who are eligible with the state agencies (DCCA, DORS, DES, DOA). Provides technical assistance to regional and local staff and SDAs and the JTCC.	4	NA	(131,618)	0
Professional Development Provides and maintains competent personnel serving JTPA participants and inservice activities for local education and state agency personnel working with 8% funded programs. Funds supported several conferences, and employment and training associated newsletters and brochures.	0	NA	(35,224)	0
Public Private Partnership Program Creates resource sharing partnerships among Illinois businesses, education and labor groups. Public/private partners upgrade teachers and develop industry-based student training programs. Each partnership participant shares resources such as staff, facilities, equipment and expertise. 453 vocational instructors' skills were upgraded through industry-based experiences; 228 vocational curricula were revised and expanded; 42 new curricula were developed; 127 industry-based training sites were developed for students.	26	NA	(475,174)	0
Administration	NA	NA	(570,489)	0
TOTAL	220	NA [b]	($5,983,182)	$4,770,677 [a]

Source: Prepared by the Commission on Intergovernmental Cooperation based on the State Board of Education's Final Report on Program Year 1985 8% Activities and Expenditures.

Note: Amounts in parentheses are not included in the total to avoid double counting. These amounts are included in other tables as expenditures of another state agency.

(a) 50/50 in kind contribution match is required, but the State Board of Education reported that $7,240,054 was spent as a match.
(b) It is difficult to provide an accurate total because client counts are often duplicative.

> The adoption of such procedures as the state board considers necessary to implement state level coordination with the state job training coordinating council to encourage cooperation in the conduct of their respective programs. . . . Except with respect to the functions set forth in the preceding sentence, the state board may delegate any of its other responsibilities involving administration, operation, or supervision, in whole or in part, to one or more appropriate State agencies. [PL 98-524, Section III, (a)(i)(E)]

According to The State Plan for Revitalizing Vocational Education in Illinois, the State Board of Education organized a Joint Planning and Coordinating Committee in January 1985. It met twice to coordinate program provisions being developed for inclusion in the state plan. The Job Training Coordinating Council (JTCC) as well as other education for employment bodies were represented on the Committee. The plan states, "It is the intent of the State Board that this committee shall continue to meet to provide continuous program coordination." However, the body did not meet after the second month it was established.

To date, the SBE legal and program staff are unaware of any State Board action to adopt procedures to promote state level coordination. There are a few points at which contact exists between vocational education and JTPA programs. For example, two members of the Illinois Job Training Coordinating Council are also members of the Illinois Council on Vocational Education. In addition, the Superintendent of the State Board of Education is a member of JTCC and its Executive and Policy Committees.

The Perkins Act requirement for vocational education/JTPA program coordination has been implemented in some areas of the state. The Illinois Council on Vocational Education (ICOVE), the advisory body to the vocational education program, conducted a study of the coordination and linkage issue in late 1986 as mandated by the Carl Perkins Act of 1984.

> Each council shall evaluate at least once every two years the vocational education program delivery systems assisted under this Act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and make recommendations to the State Board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act and advise the Governor, the State Board, the State Job Training Coordinating Council, the Secretary of Education, and the Secretary of Labor of these findings and recommendations. [PL 98-524, Section 112 (9)(A)]

The ICOVE committee studying the coordination activities conducted personal interviews and mailed questionnaires to a random sample of 20% of the public secondary schools and to all Service Delivery Areas, universities, community colleges, area vocational and adult education centers and regional vocational education planning grant directors in Illinois to ascertain their perceptions on what coordination was taking place. The questions were developed in conjunction with the Department of Commerce and Community Affairs which supported the study and will use the results in the future. The survey findings measuring the level of coordination between public education agencies and JTPA are included in a report entitled, Coordination of Vocational Education Program Delivery Systems Assisted Under the Carl Perkins (Vocational Education) Act of 1984 and the Job Training Partnership Act.

The findings cite a general lack of coordination between vocational education programs and Job Training Partnership Act programs due to communication and philosophy problems and the following:

- Many schools and SDAs are sitting back waiting to be contacted by the other. The number of education administrators who specialize in or understand vocational education and/or JTPA and have time to build contacts and write proposals is decreasing. Educators fear rigid JTPA contract procedures such as performance based contracts that are geared to job placement rather than to educational gains.
- There is no requirement for an SDA to obtain input from vocational education staff while developing its plan.
- There is a requirement in federal law [PL 98-542 Section 115 (a)] that requires local vocational planners to make their plans available to the PIC for comments. Few PICs reported having seen an area vocational education plan.
- Cross membership on vocational education and private industry councils is inconsistent throughout the state.
- There is not enough cooperation between JTPA and comprehensive high schools. Some SDAs lack smooth transitions for summer program youth to participate in September programs without rescreening for eligibility. Economically disadvantaged youth and their parents must endure a demeaning certification process during regular work and school days at intake centers. The SDA and the school create a major cooperation barrier by charging each other for file data on students.

Some of ICOVE's recommendations to the Governor, legislature, State Board of Education, JTCC and the secretaries of the Departments of Education and Labor are to:

- Establish a professional training program for JTPA staff at a state university and include vocational education instruction. Training programs for teachers and school administrators should be revised to include an understanding of special needs and JTPA programs and the role of education in economic development.
- Conduct annual regional conferences for SDAs and vocational education administrators and state level advisory bodies to improve communication.
- Establish a SBE requirement to send each regional vocational education plan to the SDA for comment and a DCCA requirement for each SDA to send its plan for comments to the Regional Vocational System (high schools and area vocational centers), adult centers and programs, and community colleges.
- Extend the current requirement for PICs to review and comment on Title IIA 8% funds to include joint planning and comments on all Title IIA youth projects and all new education programs for economically disadvantaged youth.
- Include a responsibility to coordinate with JTPA in the job description of each Regional Vocational Education Director (RVED) and place a RVED and a community college representative on each PIC. An ex-officio SDA position should be required on each of the 61 education for employment region boards (Regional Boards of Control).
- Conduct a study to identify contractual problems which interfere with JTPA programs in high schools.
- Revise procedures for high school JTPA trainee eligibility determination to be performed only once a year and in ways that avoid humiliation. Schools and SDAs should stop charging one another for file data on students.
- Design a portion of the JTPA coordination criteria to mandate local JTPA/vocational education coordination activities and consider using performance criteria to evaluate them.

CONCLUSION

This review of the education for employment system in Illinois identifies some of the following problems:

- Client intake, assessment, evaluation and follow-up policies and practices among state agencies are not standardized.
- Appropriate client placement in the education for employment system is not assured.
- Programs compete for clients.
- One-stop shopping does not exist for client intake.
- Program planning and delivery are not coordinated within and among agencies.
- Turf issues affect program coordination.
- Duplicate services and gaps in services exist.
- The education for employment system is made up of multiple planning areas with varied and sometimes overlapping boundaries.
- Terms and definitions used by state agency purchasers and providers are inconsistent.
- Illinois has created several special employment preparation initiatives, instead of concentrating on a systematic delivery of services.
- The following data, when available, are inconsistent:

  - an unduplicated count of clients and the type of training received;
  - the number of clients who complete training; and
  - the number of clients placed in jobs and the length of retention.

The Illinois education for employment system is a patchwork of federal, state and local programs and initiatives, definitions, planning bodies and delivery boundaries. It does not provide an effective, integrated approach to serve people facing obstacles caused by a changing workforce, nor does it serve those in transition from unemployment, underemployment and welfare to employment and life-long self-sufficiency.

Illinois has no comprehensive state policy to guide education for employment expenditures. As a result, agencies plan and implement programs independently of one another. The economically disadvantaged, at-risk youth, welfare recipients, displaced workers and others with substantial barriers to employment do not receive the most effective education for employment programs for the dollars spent. Perhaps the most serious challenge to accessing the education for employment system in Illinois is its undue complexity.

Congress intended the legislatures to be involved with effective oversight of education for employment programs. The Job Training Partnership Act specifically allows state legislatures to decide how this participation will evolve. The following section of the Act recognizes the role of state legislatures:

> Nothing in this Act shall be interpreted to preclude the enactment of state legislation providing for the implementation, consistent with the provisions of the Act, of the programs assisted under this Act.

The Illinois General Assembly may want to consider legislation which would establish a comprehensive state policy, develop a statewide information system of service delivery, coordinate the existing service system, and include a common intake and assessment process and a common evaluation system.

It is hoped that such action would lead to increased accountability, planning and coordination of education for employment programs, which in turn would serve as a comprehensive centerpiece for all citizens who need to acquire and enhance employability skills.

APPENDIX A

Defining Terms

DEFINING TERMS

Nonstandard terms, definitions, and policies prevent the coordination, management, and sequencing of education for employment programs. One issue which is readily apparent as one looks at the agencies with some responsibility for employment and training programs is the degree to which the same terms are used to mean different things and similar terms are used to mean the same thing. For example, what does DPA mean by an employability plan? Is it the same as JTPA's employability development plan, and are both of these plans similar to or different from the DES employment plan? Other "same" terms that do not clearly reflect standardized meanings are "intake," "assessment," and "follow-up." Accountability is extremely difficult when definitions are not standardized.

Continuous, effective, and efficient program planning fails when the impact upon those in need of education for employment services cannot be adequately determined. The following list of terms is an example of words in which the meanings are unclear. These words are interpreted in different ways throughout the state among staff at the same agency as well as between agencies.

1. cooperation
2. intake
3. follow-up
4. assessment
5. employment assessment
6. employability assessment
7. employment plan
8. employability plan
9. employment development
10. employment counseling
11. employability counseling
12. job counseling
13. job development
14. job club
15. job ready
16. employment generating activities
17. vocational education
18. pre-employment skill development
19. pre-employment readiness
20. occupational, career and vocational exploration

APPENDIX B

Boundaries of State Board of Education Service Regions

BOUNDARIES OF STATE BOARD OF EDUCATION SERVICE REGIONS

Vocational and adult education programs both have regional delivery systems, but they provide services within different boundary configurations (see maps in Appendix G). Listed below are the respective numbers and boundaries of the SBE's vocational education program delivery areas:

Adult Education Service Centers (AESCs) (3) - Follow Area Planning Council boundaries and provide technical assistance for special projects.

Area Planning Councils (APCs) (41) - Follow community college district boundaries, except where nonexistent and joint planning areas are formed. Area plans with appropriate annual modifications are developed every two years.

Education for Employment Regional Delivery Systems (RDS) (61) - Operate within educational service regions downstate and community college districts in Cook and the collar counties. Three of these regions are state agencies and serve the vocational education needs of clients of the Departments of Rehabilitation Services, Mental Health and Developmental Disabilities and Corrections.

Educational Service Regions (ESRs) (57) - Represent regional superintendent of schools boundaries which are county or multi-county configurations.

Educational Service Centers (ESCs) (18) - These are larger configurations which follow regional school superintendent boundaries and provide technical assistance to primary and secondary teachers (staff development).

Career Guidance Centers (CGCs) (12) - Follow larger configurations of community college districts and APC boundaries, cooperate with Adult Ed Service Centers, provide vocational guidance improvement grants and conduct workshops.

APPENDIX C

Labor Market Information

LABOR MARKET INFORMATION (LMI)

Purpose

Labor Market Information (LMI) is a key ingredient of planning for employment and training programs. It concerns the entry of people into the labor force and how to match them to jobs. Good LMI data systems not only identify geographical and occupational areas of growth and decline, but also assess the impact of occupations on individuals, industries and communities. All information on public funded employment and training programs needs to be identified in a state. A good LMI system allows statewide, comprehensive, consistent information on occupational preparation and growth. The Labor Market Information System expenditure in FY 1986 on five major state entities (Governor's Office of Planning, Bureau of the Budget, Department of Employment Security, Illinois Occupational Information Coordinating Committee, and the Department of Commerce and Community Affairs) was more than $3.5 million. The twelve state agencies and the following entities need to use LMI: SDAs, local economic development commissions, Illinois Council on Vocational Education, the Governor's Office of Planning, public utilities, business, labor and schools.

Substate Employment Projections System

The Department of Employment Security has produced state and substate industry and occupational employment projections data for more than 10 years, first as part of the federally funded Occupational Employment Statistics Program and later under contracts with the IOICC and the Department of Commerce and Community Affairs (DCCA). Planning for education, vocational training, and economic development programs relies heavily on such data. With the implementation of JTPA, the request for substate data increased. It became clear that substate projections data had to be more narrowly defined to meet the needs of local planners. Projections data needed to be produced at the county level. The system in use, it was decided, should be replaced rather than revised. The Illinois Occupational Information Coordinating Committee (IOICC) coordinated the Illinois effort to set up the Substate Employment Projections System (SEPS). A working group of the Technical Advisory Subcommittee of the IOICC developed a process by which the system could be implemented, and a system planning and definition study found the cost feasible.

The Substate Employment Projections System is housed at DES and was developed in FY 1984. The Department of Employment Security and the following agencies entered into an agreement, underwritten by 8% JTPA and Wagner-Peyser 7(b) funds, to develop and implement the system:

- Governor's Office of Planning;
- Bureau of the Budget;
- Department of Commerce & Community Affairs;
- Illinois Community College Board;
- Illinois State Board of Education;
- Illinois Department of Rehabilitation Services;
- Eastern Illinois University;
- Illinois Job Training & Coordinating Council; and
- Illinois Occupational Information Coordinating Committee.

Data are generated at the county level to aggregate user-specified combinations of counties and regions. Projections extend to 1995 and cover more than 900 occupations and all three-digit Standard Industrial Classifications. Statewide industry and occupational data are available for distribution from the Illinois Occupational Information Coordinating Committee (IOICC).

Data Access

Department of Commerce and Community Affairs staff complain that the cost and time involved to gain essential information from DES is prohibitive. For example, the DES's Labor Market Information program collects, analyzes, and disseminates labor force and economic information, using the results of direct surveys and analyses of administrative data and related economic information. The Department of Employment Securities (DES) provides reports on certain information at no charge, such as the widely used Occupational Employment Service Survey (OESS). But other key data collected by DES are not as easily accessible. Data cost and confidentiality issues create problems and prevent some uses of DES Labor Market Information (LMI).

Public Law 97-300 Section 125(a) requires the Governor to designate the State Occupational Information Coordinating Committee (SOICC) or other organizational unit to be responsible for oversight and management of a statewide comprehensive labor market and occupational supply and demand information system. In Illinois, the Governor designated his Office of Planning to oversee LMI and develop an LMI state plan. The LMI plan states the following goals:

- to analyze, improve and expand data collection methods; and
- to promote standardized means of classifying LMI systems.

The Governor's Office of Planning passes funds from the National Occupational Information Coordinating Committee to the IOICC. Funded by JTPA and vocational education dollars, the Illinois Occupational Information Coordinating Committee (IOICC) organizes and maintains data on job availability and placement. The IOICC meets the Federal Vocational Education Act mandate to establish a State Information Coordinating Committee (SOICC). The IOICC implemented the Occupational Information System (OIS) to meet vocational education and JTPA planning needs. They also established a career information delivery system called HORIZONS. The Illinois Occupational Information Coordinating Committee provides technical assistance to data users and legislative staff.

Problems

While IOICC's functions are mandated by law, their available funding is inadequate. As a result of its small operations budget, the degree of use by such potential users as state agency education for employment field offices and high schools is not as widespread as possible. The Department of Public Aid, for example, cannot afford to provide IOICC's LMI tools at all county field offices for use by Project Chance clients.

The Department of Employment Security and DCCA are working on potential agreements to transfer administrative data regarding Areas of Substantial Unemployment Statistics (ASUS) and Local Area Unemployment Statistics (LAUS) from DES to DCCA. The ASUS information would allow DCCA to identify pockets of higher unemployment within counties and SDAs which experience low unemployment. The LAUS data assists DCCA in developing unemployment data for varying political configurations.

Evaluation and Follow-Up

In some states DES is designated as the lead agency for LMI and houses the state Occupational Information Coordinating Committee. In Illinois, the separate agencies cost more to operate. The LMI system, as a whole, has no method of data user evaluation to assess the agencies' information products. The Illinois Occupational Information Coordinating Committee is looking into the evaluation process. Further, participant follow-up is not coordinated among agencies.

Federal funds to produce occupational demand data have declined. However, LMI will continue to be used by decision makers in the public and private sectors in planning educational and vocational programs and to forecast human resources availability and demand.

Table 7

Major Labor Market Information Expenditures
FY 1986

Agency Services	Expenditures
Governors Office of Planning - Coordinates economic planning data and labor market information. - Produces Labor Market Information Plan. - Provides funds to coordinate the state's labor supply and demand data to maintain an effective labor market information system.	$300,000 a,b
Department of Employment Security - Provides technical assistance to state agencies, career guidance centers and JTPA providers. - Produces numerous LMI publications. - Maintains state and federal statistical LMI programs which generate LMI. - Provides substate LMI for use by state agencies, local governments and businesses.	2,077,459 c
Illinois Occupational Information Coordinating Committee - Maintains the statewide labor market information system that provides supply and demand information for employment and training programs at the state and local level. - Provides technical assistance on LMI use. - Provides LMI marketing and research. - Horizons Career Information System publication set. - Occupational Career Information System supply and demand report.	644,193 d
Department of Commerce and Community Affairs - Prepares a five-year economic development strategy for the state. The strategy assesses historical patterns of economic activity and projects future economic trends for the whole state and by area.	449,168 e
Bureau of the Budget - Provides labor market and demographic information for use in planning JTPA programs. Funds have been made available for a number of years for this purpose.	242,000 a
TOTAL	$3,712,820

Source: Prepared by the Commission on Intergovernmental Cooperation with data from the Departments of Employment Security, Commerce and Community Affairs, and the Illinois Occupational Information Coordinating Committee.

Note: The Department of Labor and the Board of Higher Education became members of IOICC in March 1987.

(a) Funding source is the JTPA Title IIA 8% recoupment from SBE and CCB.
(b) Funding source is the Wagner-Peyser Act 7(b).
(c) Funding source is the Wagner-Peyser Act, Section 14.
(d) Funding sources are the Rehabilitation Services Act, Vocational Education Act, JTPA, Wagner-Peyser Act, Adult Education Act, Title XX Social Services Block Grant, General Revenue Fund and other private user sources.
(e) Funding sources are JTPA and GRF.

APPENDIX D

Other State Agency
Expenditures Tables

Table 8

Department on Aging
FY 1986 Education for Employment Expenditures

Program Descriptions	Clients Served	Expenditures Federal	Expenditures State
Senior Community Service Employment Program Provides employment and training related activities (mainly OJT) to economically disadvantaged senior citizens through 17 subgrantees including 12 Area Agencies on Aging and 5 community not-for-profit organizations.	760	$2,528,617 [a]	$0
JTPA Interagency Coordinator Oversees systematic screening and referral of JTPA eligible clients age 55 and older to 26 SDAs. Provides technical assistance to resolve coordination and planning problems between DOA and JTPA Title IIA 3% providers.	NA	(35,000) [b]	0
TOTAL	760	$2,528,617	$0

Source: Prepared by the Commission on Intergovernmental Cooperation from data provided by the Department on Aging staff.

Note: Amount in parentheses is not included in the total to avoid double counting. The amount is included in other tables as an expenditure of another state agency.

(a) Funding source is Title V Older Americans Act, from the Department of Health and Human Services.
(b) Funding source is JTPA Title IIA 8% from the State Board of Education.

Table 9

Department of Children & Family Services
FY 1986 Education for Employment Expenditures

Program Descriptions	Clients Served	Expenditures	
		Federal	State
Project Second Chance Provided employment assistance to youth through 44 community groups.	250	$65,186 [a]	$0
Unified Delinquency Intervention Service (UDIS) Provided employment and training related assistance to youth adjudicated delinquent.	59	0	54,476
UDIS Coalition Provided employment and training related assistance to youth adjudicated delinquent.	6	0	30,000
Project SKIL (Survival Keys for Independent Living) Provided employment related assistance to youth such as testing, job development and placement services.	368	328,421 [b]	0
Kaleidoscope, Inc. Provides a job development program with related services to youth and their families.	33	0	6,000
TOTAL	NA [c]	$393,607	$90,476

Source: Prepared by the Commission on Intergovernmental Cooperation from data provided by the Department of Children & Family Services staff.

(a) Funding source is from the Department of Health and Human Services. Beginning in FY 1987 Project Second Chance will be supported by the General Revenue Fund.
(b) Funding is from Title XX Social Services Block Grant.
(c) It is difficult to provide an accurate total because client counts are often duplicative.

Table 10

Community Colleges
FY 1986 Education for Employment Expenditures

Program Descriptions	Clients Served	Expenditures	Sources
Activities of 39 community colleges and the Community College Board (CCB)		176,802,239	State GRF
		(2,045,068)	JTPA Title IIA 8%
		2,555,222	Federal funds [a]
		180,027,799	Local taxes/chargebacks
		120,388,530	Tuition/Fees
		163,952,239	CCB grants
		18,823,846	Corporate personal replacement tax revenue
		(2,734,075)	SBE (adult education and other state)
		(6,527,814)	SBE (vocational education)
		23,066,452	Other sources [b]
TOTAL	741,810	$685,616,327	

Source: Prepared by the Commission on Intergovernmental Cooperation from data provided by the CCB staff.

Note: Amounts in parentheses are not included in the total to avoid double counting. These amounts are included in other tables as expenditures of another state agency.

(a) Federal funding source is student financial aid.
(b) Other sources include sales and service fees, facilities, and investment revenues and private endowments.

Table 11

Community College Board
FY 1986 JTPA Title IIA 8% Expenditures

Program Descriptions	Contracts	Clients Served	Expenditures Federal	Expenditures State [a]
Administration/Coordination Technical Assistance Administers and monitors the JTPA subgrants it awards.		NA	($237,369)	0
Special Business Assistance Center Projects Establish or expand contract procurement assistance activities to help area businesses seek government contracts.	136	2,125 business contacts	(198,696)	0
Special Business Assistance Center Projects Provides procurement information, one-on-one counseling and technical assistance to established Illinois businesses.	147	3,061 business contacts	(261,737)	261,737 [a]
Special Business Assistance Center Projects Expand and complement economic development efforts or maintain jobs. Grants available to cooperative innovative business center projects to supplement existing community college functions. Must demonstrate community/business and industry involvement and benefit the area's economic base.	9	Unknown. This is an employment generating activity.	(184,584)	184,584 [a]
High Technology Training Assistance Program (HITS) Complements other sources of student financial aid and/or provides compensation in areas of need for which no other funds exist. Provides nonrepayable scholarships to cover academic and living expenses according to individual financial need and high-tech curricula costs.	13 CCs in 10 SDAs	405 enrolled	(196,490)	196,490 [a]
Comprehensive Adult Employment Development Provides funds for projects developed by community college districts for training and employment assistance to economically disadvantaged persons. Most districts emphasize remedial education and basic skills training programs. Some districts chose to operate HITS programs with this resource.	31 CCs in 22 SDAs	2,686 enrolled	(747,202)	747,202 [a]
Economic Opportunity Set-Aside Provides training funds to assist with recruiting and expanding industries in Illinois. Also used in response to plant closings. Offered in conjunction with SBE and DCCA, this program's funds must be matched dollar for dollar.	9 CCs in 7 SDAs	218 enrolled	(140,852)	140,852 [a]

Community College Board (continued)
FY 1986 JTPA Title IIA 8% Expenditures

Program Descriptions	Contracts	Clients Served	Expenditures Federal	Expenditures State [a]
Illinois Business Industry & Career Profiles Project Provides comprehensive Illinois labor market and career information to broad spectrum of users including students, counselors, JTPA clients, state agency social service clients, agency planners and administrators.	IOICC	NA	(78,138)	78,138 [a]
TOTAL	346	NA [b]	($2,045,068)	$1,609,003 [a]

Source: Prepared by the Commission on Intergovernmental Cooperation from data provided by the Community College Board staff.

Note: Amounts in parentheses are not included in the total to avoid double counting. These amounts are included in other tables as expenditures of another state agency.

(a) 50/50 in kind contribution match is required, but the Community College Board reported that $2,271,458 was spent as a match.
(b) It is difficult to provide an accurate total because client counts are often duplicative or unknown.

Table 12

Department of Corrections
FY 1986 Education for Employment Expenditures

Program Descriptions	Clients Served	Expenditures Federal	Expenditures State
School Dist. #428-Youth Programs			
Youth Vocational Education	1,749	0	($202,366) [a]
		0	514,400
Vocational Ed Planning Grant	NA	0	(50,000) [a]
Work Experience Career Ed Program Provides employment and training related opportunities to academically at-risk youth.	Unknown	(35,468) [b]	0
Special Disadvantaged Population Program Provides employment and training related activities.	Unknown	(514,545) [c]	0
Quality Assistance Planning Project Provides personnel development grant.	Unknown	(36,076) [d]	0
Academic Education	2,203	865,000 [e]	(11,100) [a]
		(22,800) [f]	2,551,500
School Dist. #428-Adult Programs			
Adult Vocational Education	5,771	(215,471) [c]	4,629,600
Academic Education.	17,316	317,300 [e]	7,076,900
		(67,600) [f]	(125,000) [a]
Work Release Programs Provides work experience to prisoners under DOC authority.	2,208	0	11,154,600
Post-Release Programs Provides employability development services through three party contracts between DOC/DPA and ten community agencies.	6,000	2,279,189 [g]	0
Correctional Industries Provides prisoners with work experience in producing saleable products.	947	0	12,293,008
TOTAL	NA [h]	$3,461,489	38,220,008

Source: Prepared by the Commission on Intergovernmental Cooperation from data provided by the Department of Corrections, State Board of Education and Comptroller's staff.

Note: Amounts in parentheses are not included in the total to avoid double counting. These amounts are included in other tables as expenditures of another state agency.

(a) Funding source is the State Board of Education (GRF).
(b) Funding source is Vocational Education Act Title IIB Special Needs Project.
(c) Funding source is Vocational Education Act Title IIA Special Populations.
(d) Funding source is Vocational Education Act Title IIB Program Improvement.
(e) Funding source is Educational Consolidation Improvement Act Chapters 1 and 2.
(f) Funding source is the Adult Education Act.
(g) Funding source is Title XX Social Services Block Grant Donated Funds Initiative (includes local match).
(h) It is difficult to provide an accurate total because client counts are often duplicative or unknown.

Table 13

Department of Employment Security
FY 1986 Education for Employment Expenditures

Program Descriptions	Clients Served	Expenditures [a] Federal	State
Job Service (Wagner-Peyser) Provides intake, assessment, counseling, job club, job development and referrals for unemployed people.	8,338 people enrolled in Job Search Workshops. 21,171 counseled. 121,672 jobs placed. 12,597 tested.	$35,678,700	$0
Local Veterans' Employment Representative	83,556 vets registered. 13,011 job placed.	1,919,400	0
Disabled Veterans' Outreach Program Offers intensive employment services to eligible veterans, particularly those of the Vietnam era.	7,277 counseled.	2,028,000	0
Trade Act Administrative Funds (TAA)		153,700	0
Trade Act Contracts Provides workers displaced from their jobs due to foreign imports with job development, training, job search, relocation allowances and weekly cash benefits. All TAA activities are coordinated through DCCA.	700 people received education for employment services. 80 were relocated and given job search allowances.	1,024,300	0
Targeted Jobs Tax Credit (TJTC) Offers income tax credit to employers who hire chronically unemployed target group members.	22,549 TJTC allowances determined.	285,300	0
Work Incentive (WIN) Demonstration Contract Provides performance-based contracts from DPA to assist job ready welfare clients with finding employment through intake, assessment, counseling, job clubs and job referrals.	14,715 welfare recipients served. 4,417 placed in jobs.	(4,700,000)	0
Job Training Partnership Act (JTPA) Four JTPA administrative entities (SDAs) purchased services from Job Service such as testing and job placement. Both performance-based and cost reimbursement contracts were negotiated.	More than 200 JTPA participants received tests. About 112 participants were placed in jobs.	(159,900)	0
TOTAL	NA [b]	$41,089,400	0

Source: Prepared by the Commission on Intergovernmental Cooperation from data provided by the Department of Employment Security fiscal staff.

Note: Amounts in parentheses are not included in the total to avoid double counting. These amounts are included in other tables as expenditures of another state agency.

(a) Data may change if corrections or adjustments in accounting records are made by DES.
(b) It is difficult to provide an accurate total because client counts are often duplicative.

Table 14

Department of Mental Health & Developmental Disabilities
FY 1986 Education for Employment Expenditures

Program Descriptions	Clients Served	Expenditures Federal	Expenditures State
Developmental Disabilities Program			
Supported Employment Provides paid employment of disabled persons in a variety of settings. Ongoing services provided by not-for-profit agencies statewide sustain a persons employment in a competitive setting.	418	($1,217,700) [a]	$764,100
Regular Work Provides employment in sheltered environments for persons whose functional levels require much supervision but who have the potential for future movement to supported or other competitive employment.	2,899	0	11,322,100
Vocational Development Provides temporary evaluation, testing, job readiness skills, job placement and short term employment through not-for-profit agencies statewide.	798 [b]	0	3,829,100
Mental Health Programs			
Vocational Training Provides basic world of work programs to clients individually or in groups.			
Community Agencies	965	60,426 [c]	2,952,118
State Operated Facilities	3,952	0	3,295,024
Planning grants		0	(30,000) [d]
Personnel development		(35,502) [e]	0
Disadvantaged & handicapped		(509,985) [f]	0
Vocational education programs		0	(847,645) [d]
TOTAL	NA [g]	$60,426	$22,162,442

Source: Prepared by the Commission on Intergovernmental Cooperation from data provided by the Department of Mental Health and Developmental Disabilities staff.

Note: Amounts in parentheses are not included in the total to avoid double counting. These amounts are included in other tables as expenditures of another state agency.

(a) Funding is from the federal Rehabilitation Services Act through DORS.
(b) Some clients in this program are also served by DORS.
(c) Funding source is the Alcohol, Drug Abuse and Mental Health Services Block Grant.
(d) Funding source is the General Revenue Fund from the State Board of Education.
(e) Funding source is the Vocational Education Act Title IIB Program Improvement.
(f) Funding source is the Vocational Education Act Title IIA Special Populations.
(g) It is difficult to provide an accurate total because client counts are often duplicative or unknown.

Table 15

Prairie State 2000 Authority
FY 1986 Education for Employment Expenditures

Program Descriptions	Clients Served	State GRF Expenditures
Individual Training Assistance Program Provides grants to train and retrain workers whose jobs depend on further training and to unemployed people who meet previous employment history requirements.	1,500	$713,047
Employer Training Assistance Program Provides loans and grants to companies that cannot afford to retrain their workers.	15,000	487,112
TOTAL	16,500	$1,200,159

Source: Prepared by the Commission on Intergovernmental Cooperation from data provided by the Prairie State 2000 Authority staff.

Table 16

Department of Rehabilition Services
FY 1986 Education for Employment Expenditures

Program Descriptions	Clients Served	Expenditures
Vocational Rehabilitation Program		
Diagnosis and Evaluation	4,556	$2,334,650
SWEP (now called STEP: Secondary Transitional Employment Program)	5,766	2,433,024
Work evaluation	536	744,152
Other related training	6,270	649,609
Psychiatric exams	5,740	105,066
Medical exams	14,020	785,003
Other health related	613	436,444
Restoration		
Psychotherapy	298	86,392
Surgery	590	363,941
Treatment	1,563	373,369
Hospitalization	455	957,597
Appliances	1,645	715,750
Direct Payment		
Maintenance	4,900	1,671,368
Transporation	10,112	1,394,215
Books and supplies	2,284	219,229
Training		
College or university	1,984	1,000,792
Vocational	487	419,138
Work adjustment training	4,609	3,972,424
On-the-job training (OJT)	245	134,716
Other training (trade or business school, home study, adult ed, apprenticeship, etc.)	2,194	1,924,904
Miscellaneous	1,781	938,545
SUBTOTAL	70,738 [a]	$21,660,328
Small Business Enterprise		
Vending program	131	2,039,000
Grants to not-for-profit organizations		
Sheltered workshops	Unknown	
Program Establishment Grants		
Seed money to innovative rehabilitation vendors (20% vendor match required)	Unknown	4,893,561 [b]
Purchase of Service Agreements		
Funds not-for-profit agencies to provide numerous services to vocational rehabilitation clients	Unknown	
Administration		
Staff	NA	18,632,400
TOTAL	NA [d]	$47,225,300 [c]

Source: Prepared by the Commission on Intergovernmental Cooperation from data provided by the Department of Rehabilitation Services staff.

(a) Total unduplicated count of clients served is 46,042.
(b) $4,893,561 funded all three programs.
(c) Funding sources are:
1) The federal Vocational Rehabilitation Services Act Title I (Section 110 Basic Support) $41,934,900.
2) Title III (Special Projects Section 304-C Handicapped Migratory and Seasonal Farmworkers Rehabilitation Program) $75,600.
3) Title I received a GRF match of $3,800,200.
4) Title III received a GRF match of $17,100.
5) The Illinois Veterans Rehabilitation Fund (uncashed parimutuel race track tickets) provided $1,397,500 used to match federal funds.
(d) It is difficult to provide an accurate total since client counts are often duplicative or unknown.

Table 17

Department of Veterans Affairs
FY 1986 Education for Employment Expenditures

Program Descriptions	Clients Served	Expenditures	
		Federal	State
Information and Training Services delivered through five grants to community not for profit organizations.	2,389	$0	$463,404
Advocacy Assists vets to achieve economic benefits akin to employment and training.	Unknown	0	12,000
Information Dissemination Statewide outreach campaign.	Unknown	0	12,000
JTPA Purchased job development services in Peoria and Rock Island to cover veterans in 13 counties with outreach, evaluation and job placement services.	509	(156,478)[a]	0
TOTAL	NA [b]	$0	$487,404

Source: Prepared by the Commission on Intergovernmental Cooperation from data provided by the Department of Veterans Affairs staff.

Note: Amount in parentheses is not included in the total to avoid double counting. This amount is included in another table as an expenditure of another state agency.

(a) Funding source is JTPA Title IVC Veterans' Employment Programs. JTPA Title IVC was awarded directly to SDAs in FY 1987.
(b) It is difficult to provide an accurate total because client counts are often duplicative or unknown.

APPENDIX E

Overview of Education for Employment Agencies in Illinois

Table 18

Overview of Education for Employment Agencies in Illinois

Acts	Administering Agencies	State Level Advisory Bodies	Regional Level Planning Bodies	Boundaries	Plans	Planning Cycles	Submitted To
JTPA	DCCA (Job Training Program Division)	-Governor's Illinois Job Training Coord. Council (IJTCC) -State Task Force for Dislocated Workers-Advises IJTCC [a]	Private Industry Councils (26) Dislocated Worker Community Task Forces (19)	Service Delivery Areas (26) Dislocated Worker Centers (19)	Governors Coordination and Special Services Plan (GCSSP)[b]	July 1, 1986-June 30, 1988 July 1, 1988-June 30, 1990 Two-year	U.S. Department of Labor
Vocational Education	SBE (Department of Adult Vocational and Technical Education	Illinois Council on Vocational Education (ICOVE) Advises State Board on plan[c]	Education for Employ. Regional Delivery Systems Downstate (61)	Follow Educational Service Region (ESR) boundaries and CC districts in Cook and the collar counties (Lake, McHenry, Kane, DuPage and Will) All but 4 small central IL school districts are involved	State Plan for Revitalizing Vocational Education in Illinois	July 1, 1985 June 30, 1988 July 1, 1988-June 30, 1990 Three-Year [d] Two-Year [d]	U.S. Department of Education
Adult Education	SBE (Department of Adult Vocational and Technical Education)	Oversight was provided prior to 1985 by State Advisory Council on Voc Ed (SACVE) (SACVE is now ICOVE)	Liaison Committees (3) Area Planning Councils (APCs) (41)	Follow 5 Adult Ed Regions Follow CC District boundaries except in one central IL area which is not part of a CC district	Adult Education Program Plan (APCs submit area two-year plans with annual modifications)	July 1, 1985-June 30, 1988 Three-Year	U.S. Department of Education
Wagner-Peyser Act	DES	Job Service Employer Committee (JSEC)	Local JSECs (56) (six additional JSECs in process of forming)	Seven regions unlike any other	Wagner-Peyser Plan	May 1986 Annual	U.S. Department of Labor

Acts	Administering Agencies	State Level Advisory Bodies	Regional Level Planning Bodies	Boundaries	Plans	Planning Cycles	Submitted To
Social Sec. Title IV A&C Food Stamp Refugee Assis.	DPA	Social Services Advisory Council	NA	Ten regions unlike any other	WIN Demonstration Plan	Amendments as appropriate	U.S. Dept. of Health and Human Services
Vocational Rehabilitation Act	DORS	DORS State Advisory Council	Employer Advisory Councils (16) Network Advisory[e] Councils (26)	Five regions unlike any other	Illinois State Plan for Vocational Rehabilitation	Oct. 1, 1985-Sept. 30, 1988 Aug. 13, 1987 Amendments Submitted Three-year	U.S. Dept. of Education

Source: Prepared by the Commission on Intergovernmental Cooperation with information provided by state agencies' staff.

(a) Statewide Advisory Dislocated Worker Task Force disbanded in FY 1987.
(b) A component of the JTPA 2-year local job training plans in 26 SDAs must be coordinated with each local Department of Employment Security Job Service office. This is done through 26 local DES/SDA coordination agreements.
(c) State Board of Education established a Joint Planning & Coordinating Committee in January 1985 to guide the State Plan's program provisions, but it only met twice.
(d) Vocational Education Act required a 3-year initial planning period and a 2-year planning period thereafter to be coterminous with JTPA program planning periods (PL 98-524).
(e) One or both are in SDAs.

Note: JTPA = Job Training Partnership Act
DCCA = Department of Commerce and Community Affairs
SBE = State Board of Education
DES = Department of Employment Security
DPA = Department of Public Aid
DORS = Department of Rehabilitation Services

APPENDIX F

Project Chance
Client Flow Chart

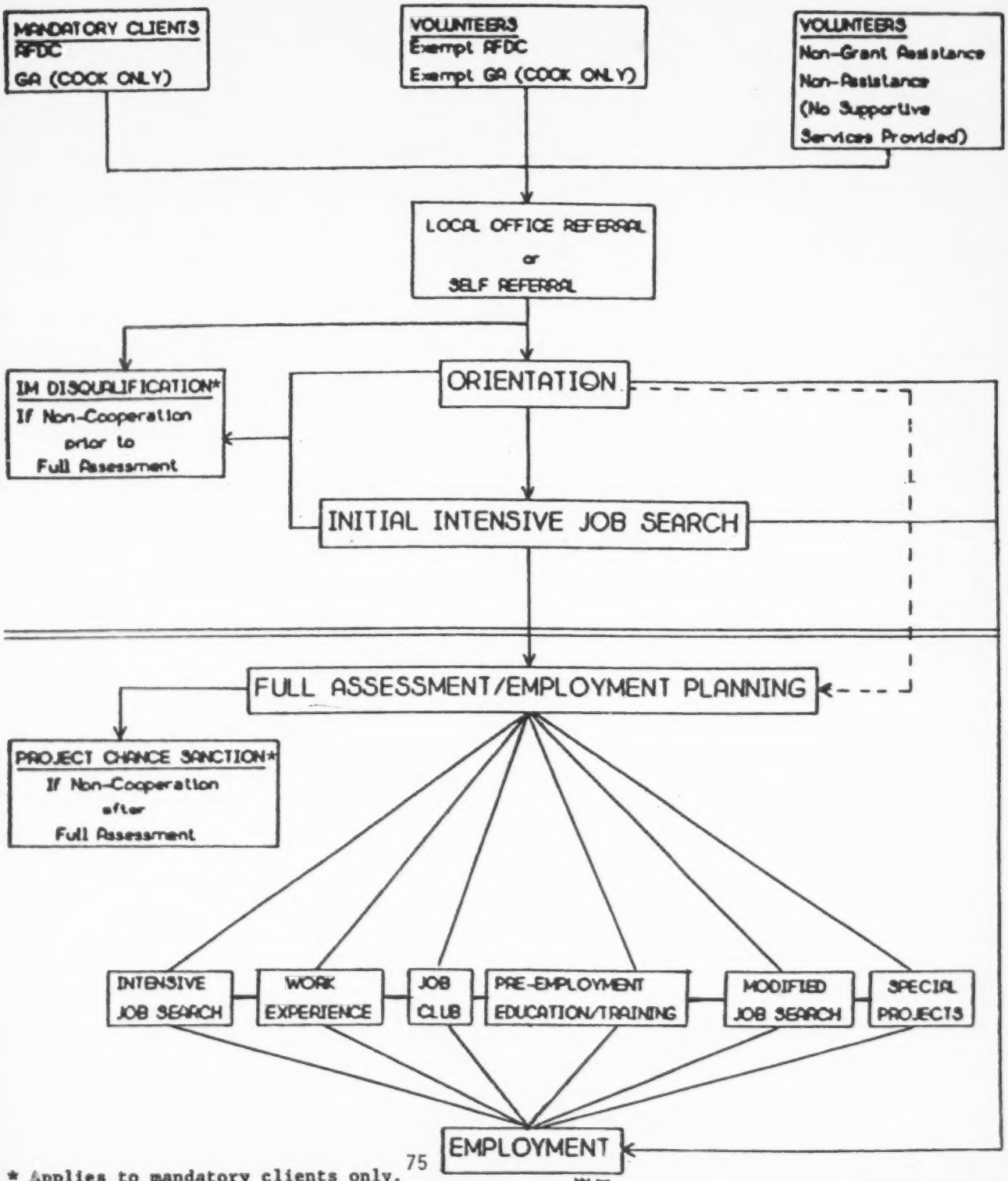
Illinois Department of Public Aid

Gregory L. Coler, Director

PROJECT CHANCE

Not Just A Check... But A Chance

PROJECT CHANCE CLIENT FLOW



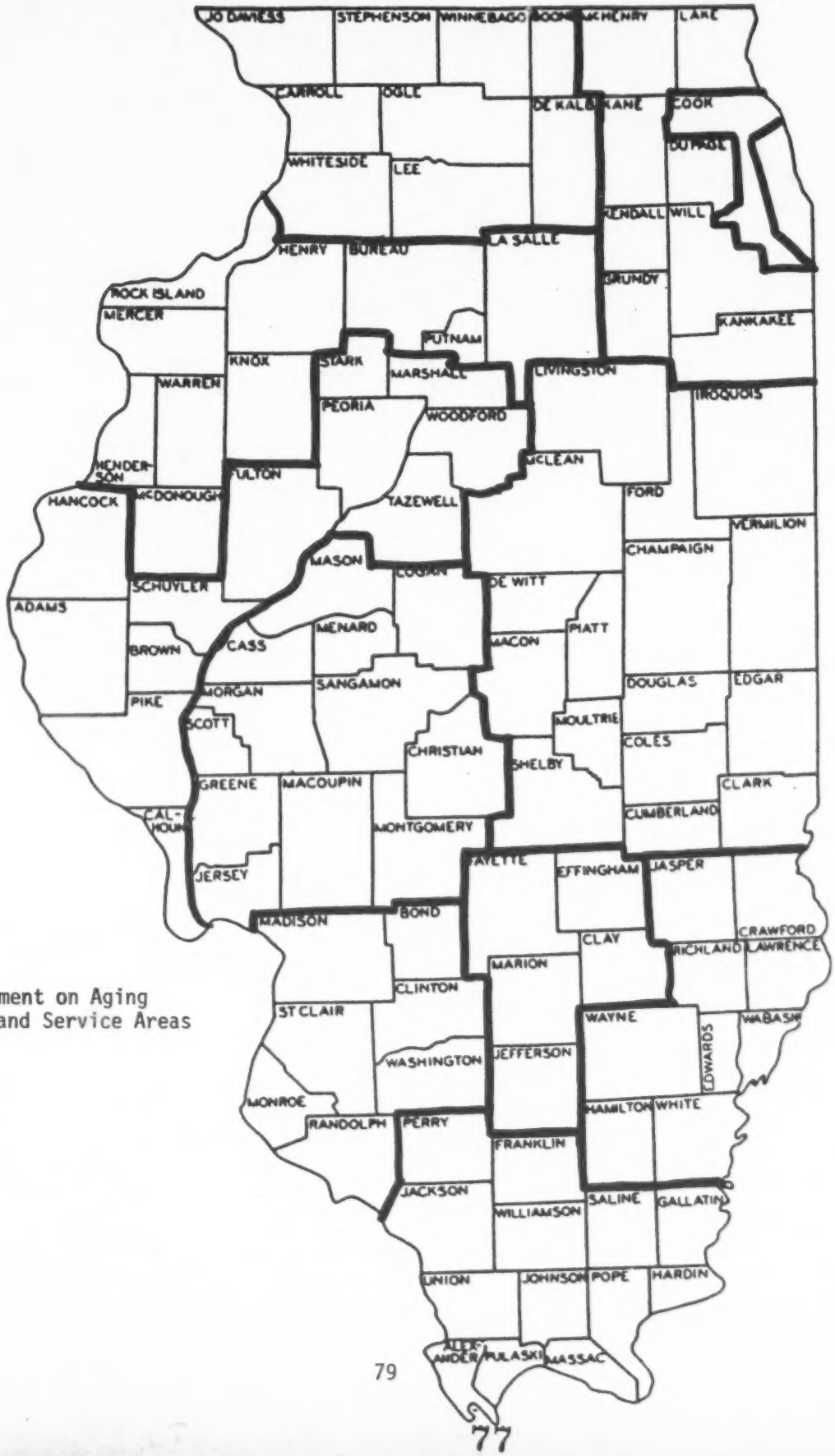
* Applies to mandatory clients only.

75

APPENDIX G

Maps

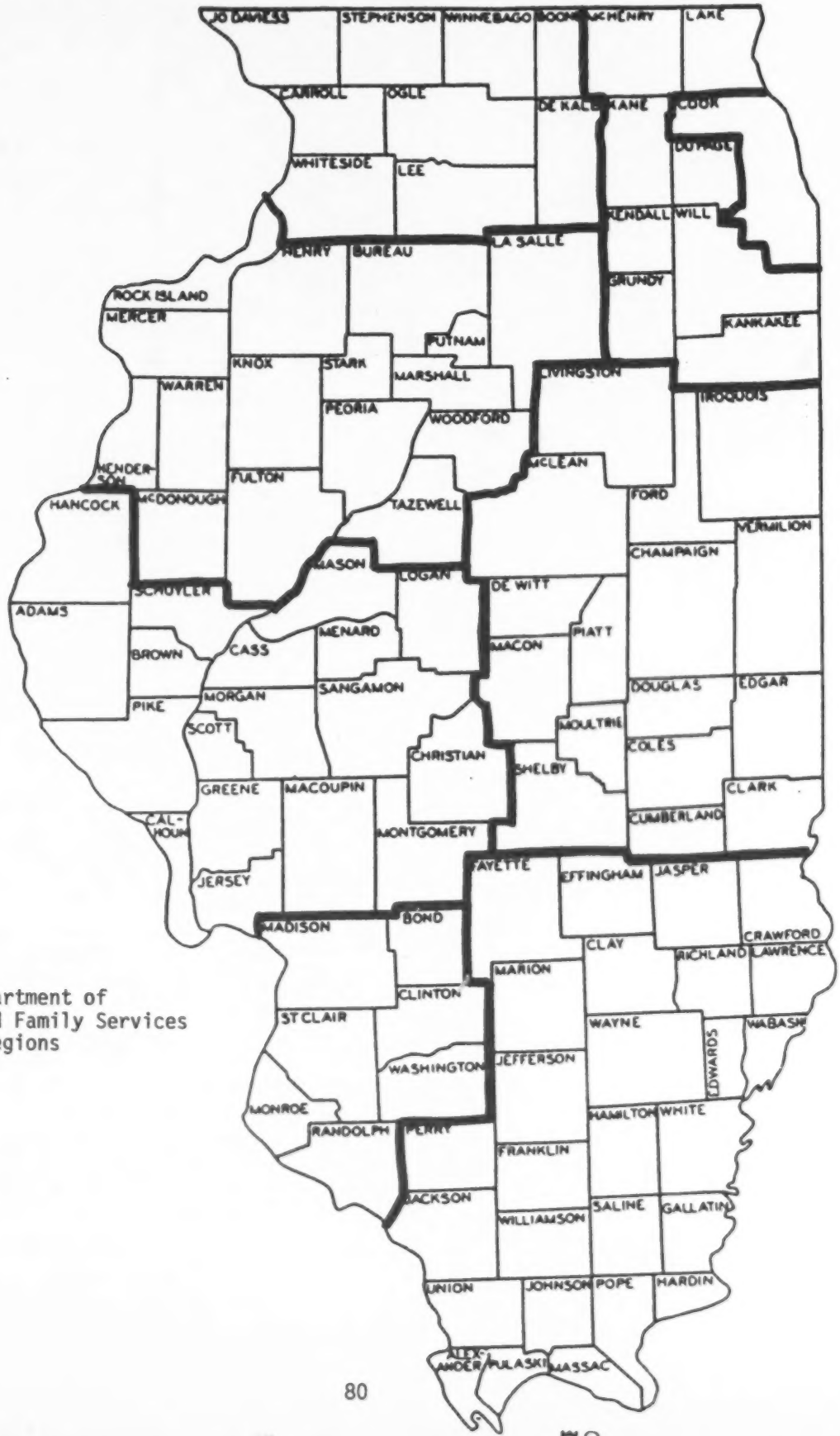
MAP 1



Department on Aging
Planning and Service Areas

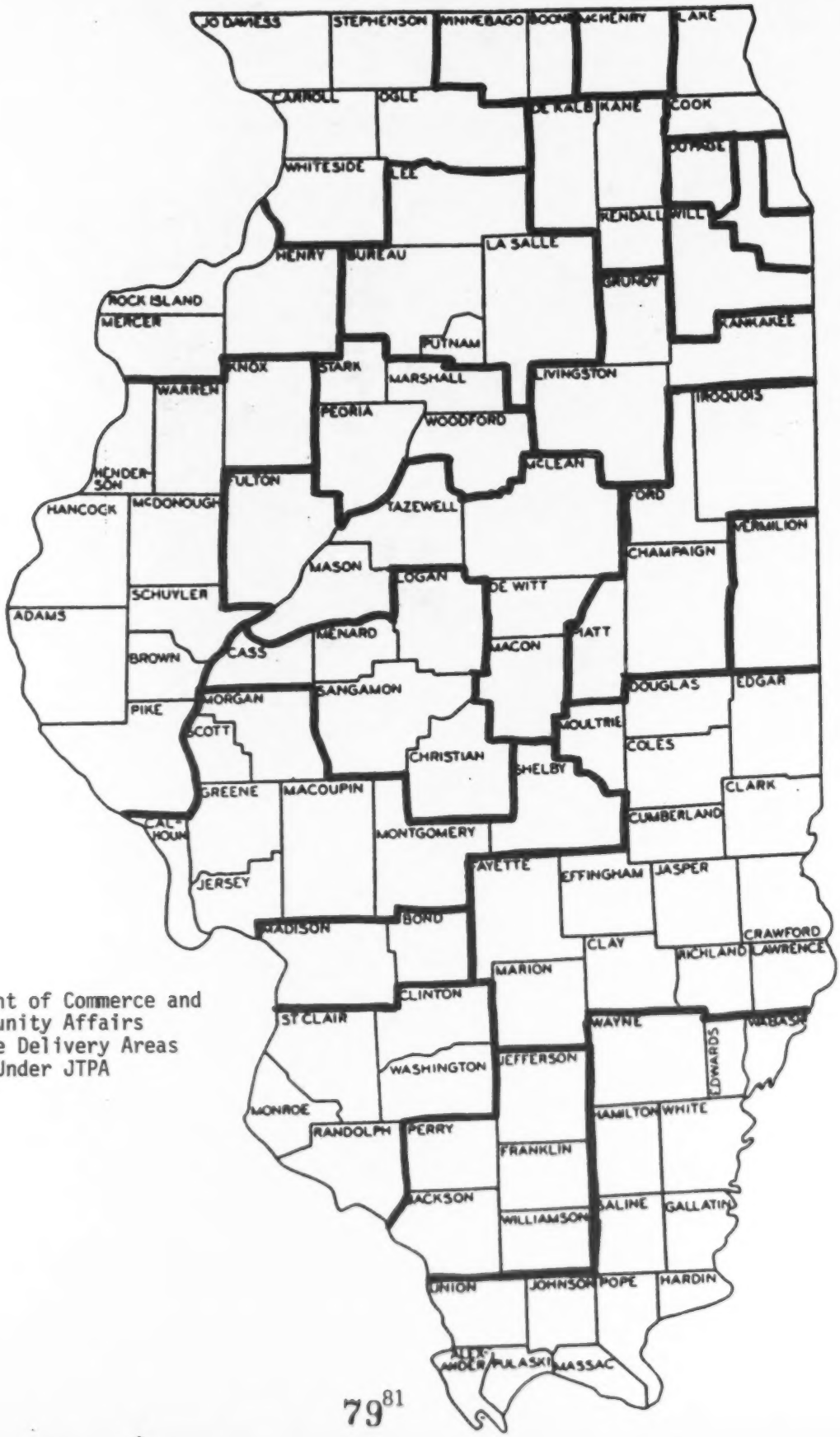
77

MAP 2



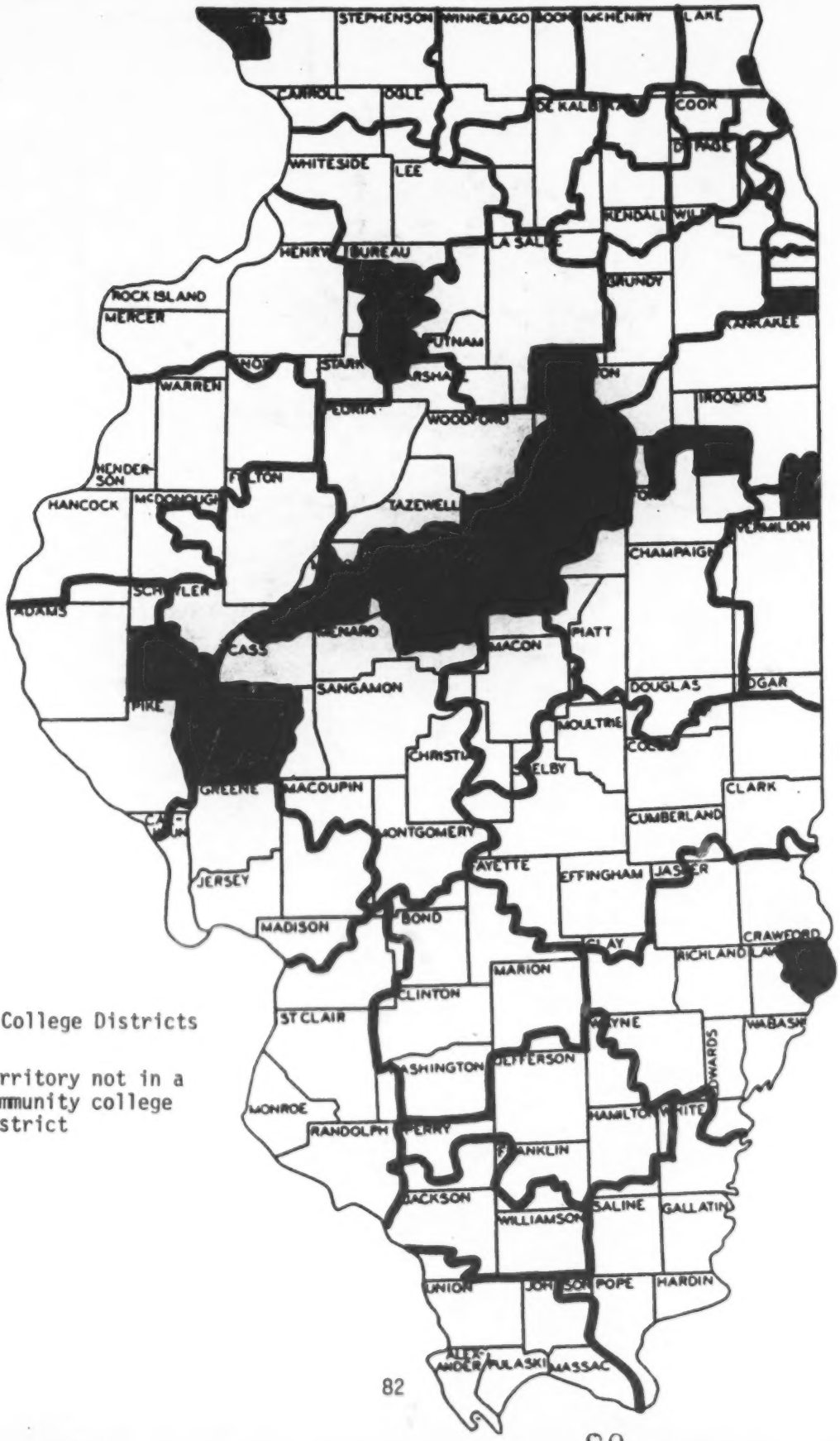
Department of
Children and Family Services
Regions

MAP 3



Department of Commerce and
Community Affairs
Service Delivery Areas
Under JTPA

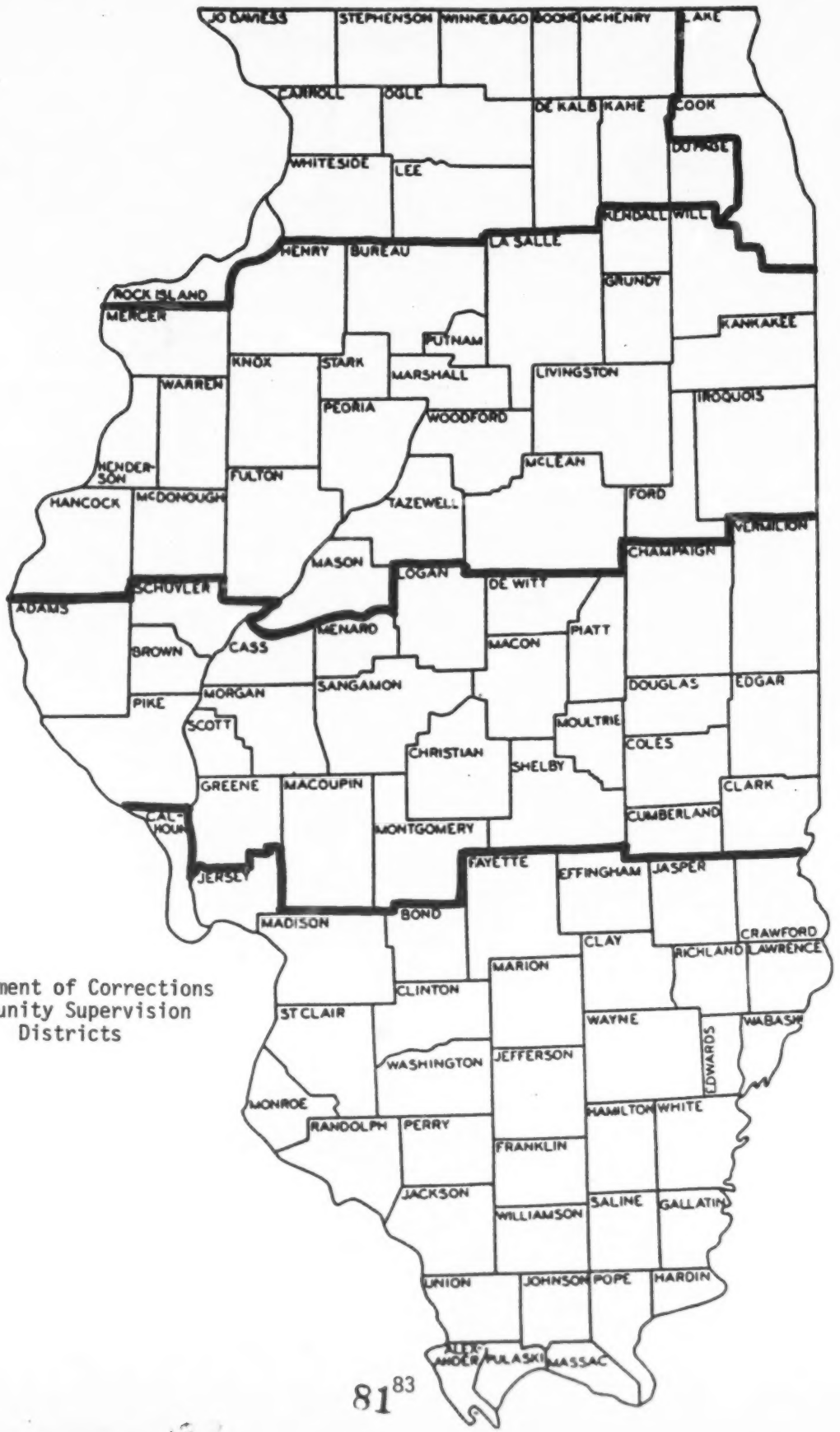
MAP 4



Community College Districts

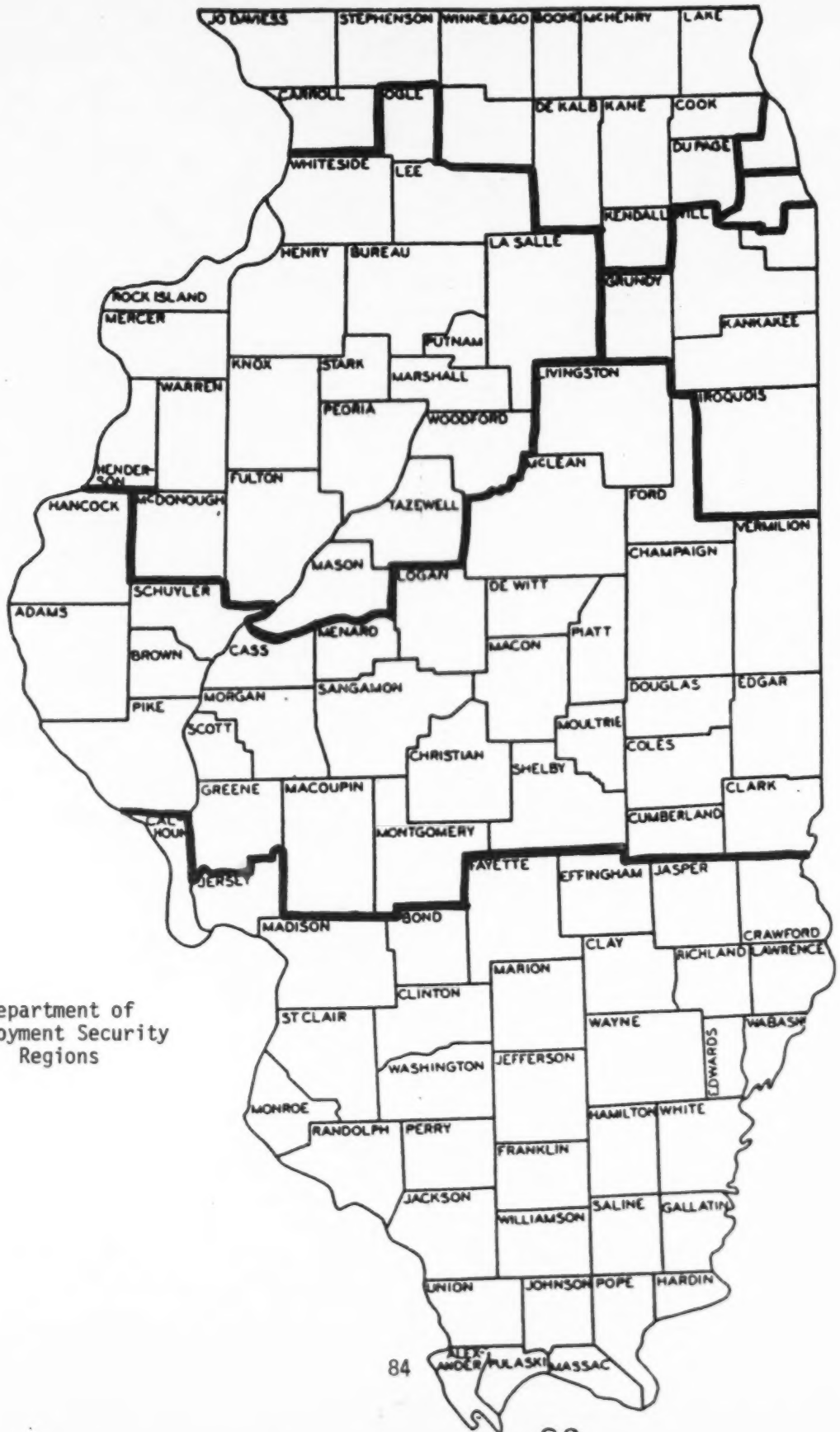
Territory not in a community college district

MAP 5



Department of Corrections
Community Supervision
Districts

MAP 6

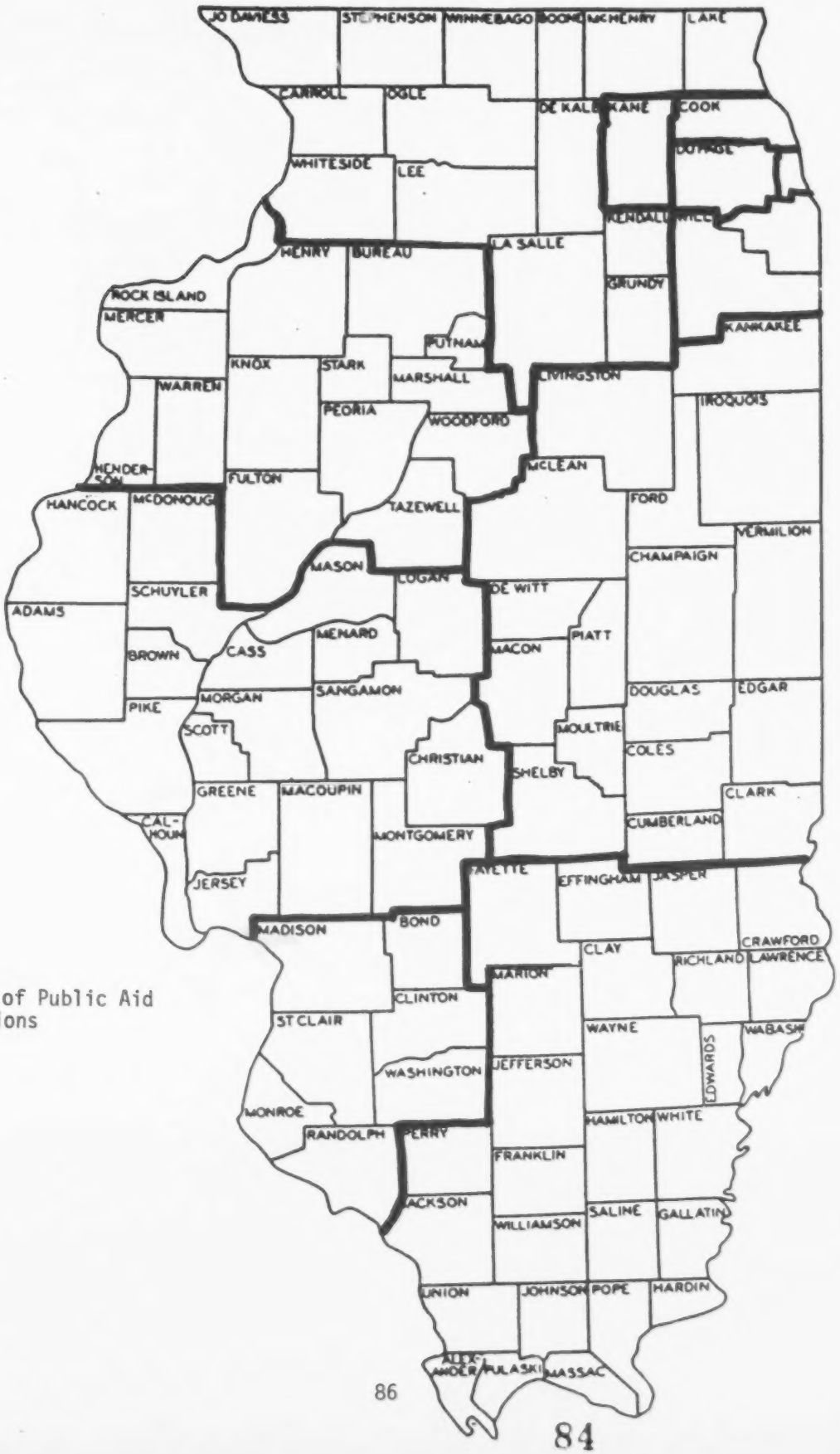


Department of
Employment Security
Regions

MAP 7

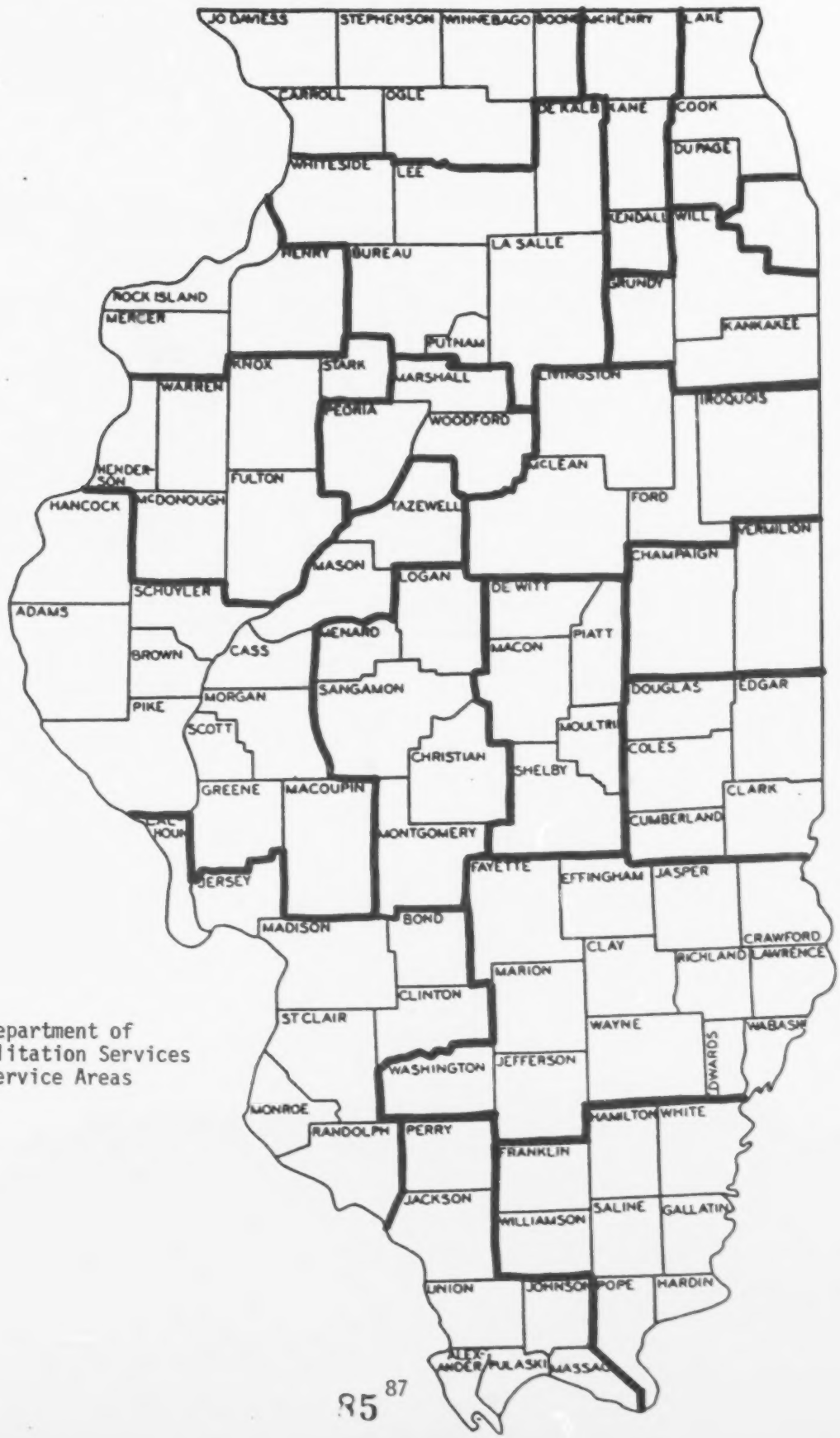
Department of
Mental Health and
Developmental Disabilities
Regions

MAP 8



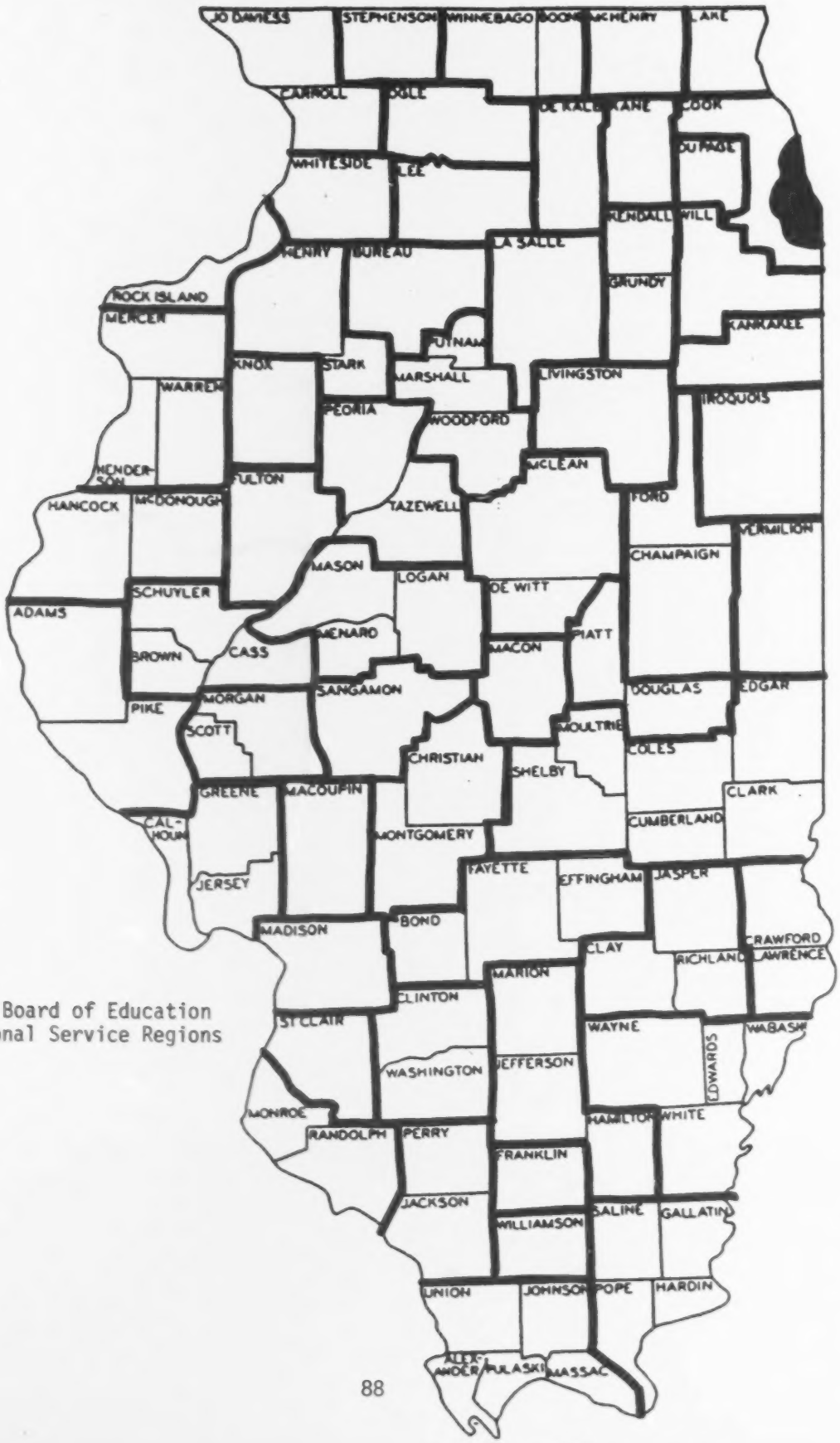
Department of Public Aid
Regions

MAP 9



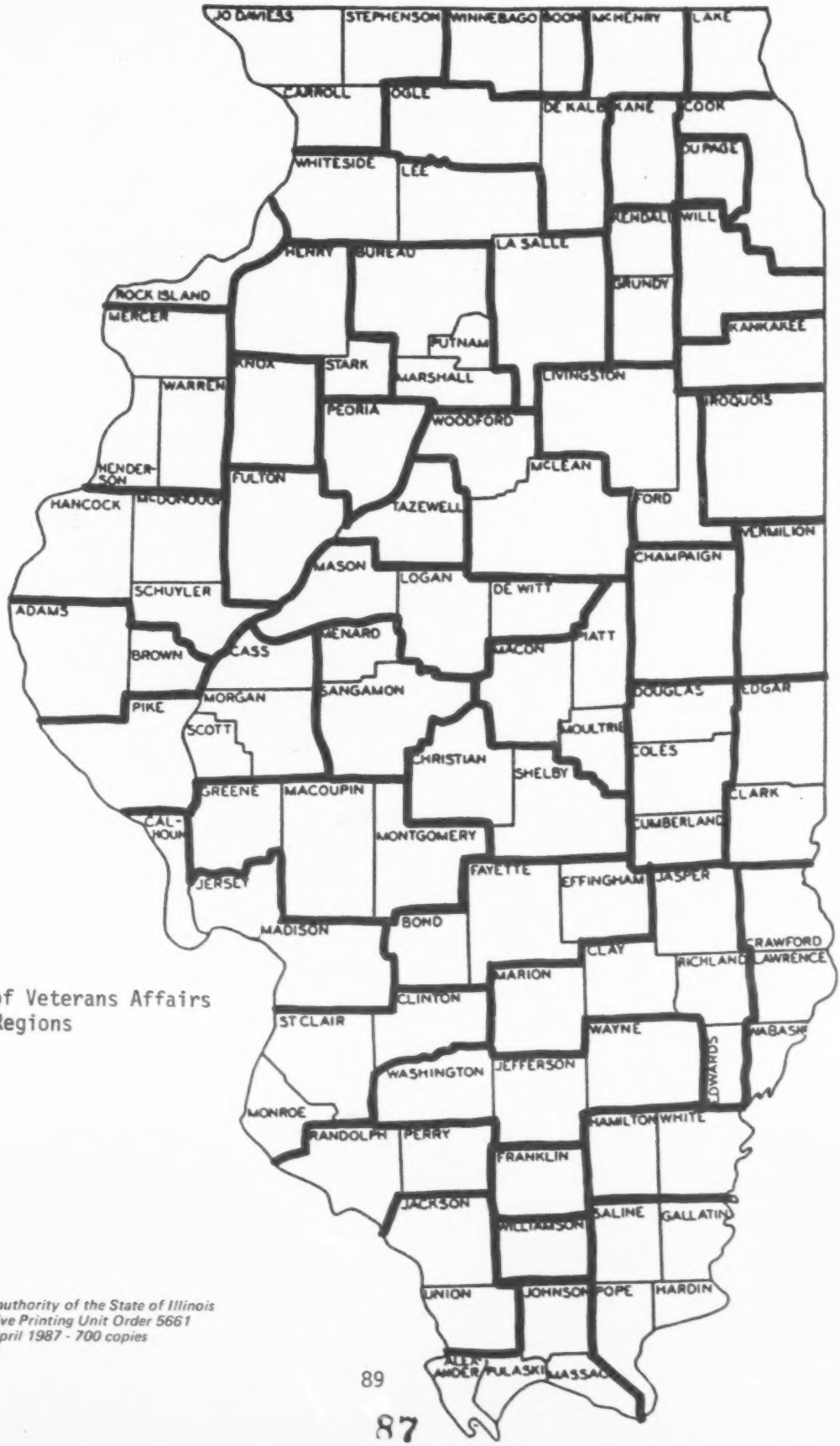
Department of
Rehabilitation Services
Service Areas

MAP 10



State Board of Education
Educational Service Regions

MAP 11



Department of Veterans Affairs
Regions

Printed by authority of the State of Illinois
Legislative Printing Unit Order 5661
April 1987 - 700 copies